THE UNIVERSITY OF ALBERTA

# THE EXTENDED PRACTICUM IN ALBERTA TEACHER EDUCATION: A CASE STUDY IN POLICY DEVELOPMENT

by

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(C)

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## ABSTRACT

Within the years 1966 to 1977 in Alberta, certain educational interest groups demanded the extension of the teacher education minimum requirements from two to four years and the extension of the teacher education practicum component from six weeks to thirteen weeks. These demands led to the development of the extended practicum policy which was announced by Mr. J. Koziak, the Minister of Education, on May 4, 1977. At times during this policy development process, there were marked conflicts between certain of these educational interest groups.

The main purpose of the study was to describe and analyze the issues and events associated with the development of the policy announced in 1977 regarding the extended practicum in Alberta teacher education, and to analyze the contribution of the groups which were involved.

The major issues were: the minimum requirement for teacher preparation, the extended practicum, internship, administrative control of the extended practicum, funding the extended practicum, release time, and Section 72 of the School Act.

The major events were: the implementation by the Minister of Education in 1972, of the four-year B.Ed. program including an extended period of practicum, the rejection of the recommendations for financing the practicum, the withdrawal of funding commitment to the universities by the government, the lifting, by the government, of the extended practicum requirement for the B.Ed. by 1977, the

withdrawal of cooperation by the Alberta Teachers' Association locals in Edmonton and Calgary, the formation of the Common Front Committee, and the announcement of the new policy by the Minister of Education on May 4, 1977.

Among the major groups involved, were the Alberta School Trustees' Association, the Alberta Teachers' Association, the Conference of Alberta School Superintendents, the Department of Advanced Education and Manpower, the Department of Education, and the Faculties of Education at the three Alberta universities -- University of Alberta, University of Calgary and University of Lethbridge.

The political systems model is the approach utilized in this study to provide a basic framework for explaining the way in which public policies are arrived at in a political system such as that operating in Alberta.

In order to describe and analyze the events, the issues and the groups which participated in resolving the issues, five major questions were asked: What issues stimulated the question of the extended practicum? Did the issues originate in the Board of Teacher Education and Certification or outside? What individuals and groups were involved in the policy development process? What procedures were followed in the policy development of the new policy? What were the critical incidents or events?

The participation and contribution of each group, in each issue, were analyzed. The analysis of the involvement was based on the conceptual framework according to the following headings:

(1) input according to the issues, (2) position advocated on each issue, (3) compatibility of group position with the final outcome, (4) resources, and (5) effectiveness.

The analysis of the involvement suggested that there were no major disagreements among groups except in the areas of funding, administrative control and release time. The analysis, also, suggested that certain groups were more powerful than others. But the outcome itself was a compromise in which all groups seemed to be satisfied. No group got more than the other.

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# CHAPTER I

## INTRODUCTION

On Wednesday, 4th May, 1977, the Honorable Julian Koziak, Minister of Education in Alberta, announced in the Legislature that over the next four years, 1977-1981, six million dollars would be distributed among the three universities in the province, in addition to the regular support received by these institutions, in order that a program of practical experience for Bachelor of Education students equivalent to thirteen full weeks of field experience could be introduced. These thirteen weeks, the Minister pointed out, would more than double the field experience presently provided, and by 1981 successful completion of this extended practicum would be a requirement for professional certification within the province.

In his statement, Mr. Koziak noted that extensive deliberations with representatives of interested groups were instrumental in working out the accommodation which had been reached.

This policy statement was the outcome of a process of policy development which had unfolded over a period of years. A number of interest groups were involved: the Alberta Teachers's Association, the Alberta School Trustees' Association, the Board of Teacher Education and Certification, the Conference of Alberta School Superintendents, the Department of Education, the Department of Advanced Education and Manpower, and the Universities. At times during this policy development process, there were marked conflicts

between certain of these groups. The study presented in this thesis reviews this process of policy development, and takes special cognizance of the role of interest groups in this process.

## PROBLEM

### Statement of the Problem

The main purpose of the study was to describe and analyze events associated with the development of the policy announced in 1977 regarding the extended practicum in Alberta teacher education, using a theoretical framework drawn from the literature on the processes of public policymaking.

### Sub-problems

In order to describe and analyze the events associated with the development of the policy on the extended practicum, the following specific questions were addressed:

1. What issues stimulated the question of the extended practicum? Asked another way, why did the extended practicum become a problem for Alberta policymakers in the field of education?

2. Did the issues originate in the Board of Teacher Education and Certification or outside?

3. What individuals and groups were involved in the development of the policy?

   (a) who initiated the discussion on this idea and why?

   (b) who supported the idea?

   (c) who opposed the idea and why?

   (d) what groups had influence?

   (e) what were the bases of their influence?

4. What procedures were followed in the development of the new policy?

5. What were the critical incidents or events?

## SIGNIFICANCE

This study has potential significance for two reasons:

1. The study adds to our store of knowledge about policy-making processes. By applying concepts drawn from the policy sciences, the study attempts to contribute to further development in that field of knowledge.

2. The study sheds light on how individuals and groups have influenced policy development in Alberta, and in this sense contributes to our specific knowledge of the policymaking process in Alberta education.

The first perspective can be illustrated by an examination of the work of Dye (1972:4) in which he suggests that public policies, including the educational policy addressed in this study, should be studied for purely scientific reasons, for professional reasons, and for political reasons. Based on his description, a number of scientific, political, and professional reasons can be advanced for conducting this study, as follows:

### Scientific Reasons

As Dye (1972:4) indicates, acquiring an understanding of possible causes and consequences of policy decisions taken in establishing a new policy improves knowledge in a systematic manner. In conducting the study, improved understanding through systematic analysis of the linkages and interactions between environmental

forces (demands and supports) and public policy formation contributes to the breadth, significance, reliability and theoretical development of social science generally and policy sciences specifically. The study has attempted to analyze the implications of certain conceptual developments in the field of policy sciences, and to apply them to an experience in policymaking with the expectation that recommendations for improvement of the processes employed in the development of the current policy could be effected in the future. It was thus considered to be scientifically oriented.

Professional Reasons

Dye (1972:4) suggests that public policies can be studied for professional reasons. This statement seems to apply equally well to the study of public educational policies and their development. The professional educator can achieve improved understanding of possible causes and consequences of public educational policymaking and their contents. This can be done by systematic study which facilitates application of the knowledge gained to the solution of sequential policy problems. The assumption is that if the professional educator understands the forces, structures, and processes that shape educational policy, he can develop better ways of acting to create more appropriate policies. In the words of Dye (1972:4), "policy studies can produce professional advice, in terms of 'if ..., then ...' statements, about how to achieve desired goals."

Stringham (1971:15) claims that for professional policymakers in education, whether they hold policy veto power or are classed as policy planners and executors, greater knowledge of policy sciences

concepts will enable keener insights into the nature of policymaking tasks and thus facilitate better performance in senior professional positions. This applies to politicians as well as to their advisors, for it is the quality of the recommendations and decisions of both of these groups of educational policymakers that determines the quality of the policies that direct educational programs or institutions.

Political Reasons

Dye's (1972:4) assumption seems to be that, within government, the political dimension is perhaps the most immediate reason given for studying policy matters. Systematic policy studies of both the process of policymaking and the analysis of policy issues can provide guidance to politicians in making the "right" policies in the "right" manner to achieve the "right" goals. He also suggests that policy studies are an aid to informed political discussion and to advancement of the level of political awareness which may improve the quality of public policy. In the field of education there seems to be a need to increase public awareness of the functioning of these processes.

## DEFINITION OF TERMS

Certification: As used in this study, certification means both the awarding of a permanent teaching certificate and the interim professional certificate by the Alberta government.

Cooperating teacher: A full-time teacher practising at the school system level who has been selected to guide a specified portion of the student teachers' "extended practicum".

Extended practicum: A one semester (or equivalent) period (thirteen weeks) of full-time practice in the school as part of the university requirement for initial certification. It has the status of a regular credit course, and consequently carries the appropriate credit weighting.

External environment: Any condition or circumstance defined as external to the boundaries of the political system.

Input: Something that is put into the political process, in order to assist the conversion process, e.g. information or human and material resources. Input is generally in the form of demands and supports.

Internship: The period of practice in the schools following completion of the requirements for initial certification. It does not carry university credit and is not compulsory.

Output: The result of an interaction between interested groups in the conversion process.

Policymaking: The determination of a course of action that is pursued as advantageous or expedient, or a sum of the processes in which all parties in and related to a social system shape the goals of the system.

Political System: That group of interrelated structures and processes which functions authoritatively to allocate resources for a society, according to certain values.

Political Process: The conversion process--interest articulation, interest aggregation and communication--of demands and supports into outputs.

Public Policy: Outputs of the political system which are authoritative value allocations of the system or the authoritative allocation of values for the whole society.

Student teacher: A candidate registered in a university faculty of education who is seeking certification to teach in the Province of Alberta.

## DELIMITATIONS OF THE STUDY

This study was delimited to the description and analysis of the events associated with the formation of the policy regarding the extended practicum in Alberta teacher education as stated by the

Minister of Education in May, 1977. No attempt was made to analyze the substance of the policy. The focus was twofold: firstly, on the arguments advanced for the extension of the practicum, and, secondly, on the procedures, influence patterns, and the interest groups that were involved. Any generalization beyond the current policy and the groups already identified must therefore be made with caution. The study was also delimited to a consultation which included interviews with particular individuals representing groups or organizations closely associated with the teacher education process, in the Province of Alberta, as shown in Stage II of the design and in Appendix B. The study was also delimited to the period between 1966 and 1977 as shown in Appendix A.

## LIMITATIONS OF THE STUDY

The data collected were limited by the accuracy of individuals' recollections of what they knew and to how fully they responded to the questions. The accuracy of the reported findings was limited by the researcher's interpretations of the facts and opinions of those consulted during the course of the study and to the researcher's selection of individuals for interviews.

## ASSUMPTIONS

Two assumptions were made as follows:

1. That objectivity would be achieved despite the limitations mentioned and that the perspectives of the interviewees would provide insights which make the risks of personal bias acceptable.

2. That those interviewed had been sufficiently involved in the development of the policy to give full and clear descriptions of the events.

## ORGANIZATION OF THE DISSERTATION

This chapter has been devoted to the discussion of (1) the introduction to the problem, statement of the problem and sub-problems, (2) the significance of the study, (3) definition of terms, (4) delimitations of the study, (5) the limitations of the study, and (6) the assumptions.

The remainder of the dissertation is organized as follows:

Chapter II -- Review of Related Literature and the Conceptual Framework

Chapter III-- The Study Design and Methodology

Chapter IV -- The Historical Context

Chapter V -- Description of Events

Chapger VI -- Research Analysis

Chapter VII-- Summary, Conclusions and Recommendations

# CHAPTER II

## LITERATURE REVIEW AND CONCEPTUAL FRAMEWORK

### INTRODUCTION

In order to understand public policy and the process of policy development one has to understand the way groups work in politics. For this reason, this chapter is devoted to the review of relevant literature in three areas: public policymaking, the role of interest groups in Canadian public policymaking, and educational interest groups in particular. The conceptual framework for application in this study, as developed from this literature, is then discussed.

### POLICYMAKING

Organizations are established to achieve a "desired state of affairs" (Etzioni, 1964:6); an important means by which the behavior of organization members is coordinated, controlled and directed toward the attainment of that desired state of affairs is through the establishment of policy. As Ratsoy (1976:1) has stated: "Policymaking is aimed at achieving certainty in organizations. It attempts to set up machinery which will ensure particular kinds of behavior and actions, and not others."

Policymaking is defined by Anderson (1975:3) as "a positive course of action followed by an actor or set of actors in dealing with a problem or matter of concern." Johnson (1975:40) defines

policy as "broadly speaking, a body of principles to guide action." These definitions fall short in that they leave out some of the important elements of policymaking such as the process and the parties involved. Thompson's (1976:31) definition fills this gap. He defines policymaking as:

> A sum of the processes in which all the parties in, and related to, a social system shape the goals of the system. These processes include those that link the various parties and facilitate their adjustments to each other and to the environmental forces affecting them.

Policy tells people what to do, sometimes in specific terms, but more frequently it sets the limits within which alternative courses of action or behavior may be selected by individual members of an organization; it is future directed in that it is intended to guide future behavior more than account for past actions--although some forms of pplicy analysis may do this--and it is general rather than specific in that it is developed to cope with situations that will recur frequently rather than for one unique situation (Ramsey, 1975:8).

Policymaking, as does most administrative behavior, involves decision-making, and frequently disagreement arises as to what is policymaking and what is decision-making. Johnson (1975:39-40) has pointed out what he believes to be the essential differences between the two terms:

> "Decision" entails a primary concern with present action and the data and methodologies requisite for it. Decision-making presumes an intent and a direction, but focuses principally upon the process of bringing it about under existing conditions. . . .
>
> Policymaking is a course of action adopted by some authoritative body within an institutional setting . . . it is presumed to entail not the terminating behavioral characteristic we call "decisiveness"; but the continuous quality of "discernment", "penetration", and "deliberation."

Thus, Johnson claims that decision-making is a narrow, single selection of choices relating to immediate action, while policymaking is a much broader concept related to the development of guidelines for behavior over a continuing time span. He implies that decision-making is contained within, and directed by, policymaking. Furthermore, in the process of making a policy, decisions have to be made.

A somewhat opposing view has been adopted by Dror (1968:13) who suggests that policymaking is a form of decision-making, that decision-making is a broad term while policymaking is a particular type of decision-making. He goes on to state, however, that "public policymaking is an aggregative form of decision-making and differs in important respects from the discrete decisions that most decision-making literature deals with." In other words, Dror points out that there are different kinds of decision-making, some of which relate to the discrete, non-recurring type of everyday matters that occur constantly in the work of an administrator, and others that are related in sum to the formulation of policies in these areas. He (1968:13) suggests that:

> Failure to discriminate among various kinds of decision-making may be an important reason why decision-making theory has contributed relatively little to the study of policymaking, planning, and similar aggregative and complex decision-making processes.

This distinction between policymaking and decision-making can be likened to a differentiation drawn by Simon (1957:54) between "policy questions" and "administrative questions". Quoting Goodnow from as early as 1900, he states:

> These two functions of government may for purposes of convenience be designated respectively as Politics and Administration. Politics has to do with policies or expression

> of the state will. Administration has to do with the execution of these policies.

Similar distinctions were noted by Maertz (1966:5) and Myhre (1961:40). Aucoin (1971:23) related the type of decision to the level within the organizational hierarchy at which the decision was made, with the higher levels being more concerned with policymaking.

Thus, policymaking involves the development of a set of guidelines for future behavior and decision-making. As stated earlier, all organizations develop policies; when governments do so, the outcomes are called public policies.

## PUBLIC POLICYMAKING

Public policy, according to Dye (1975:1), is "whatever governments choose to do or not to do." Dror (1969:12) is more explicit:

> Public policymaking is a very complex, dynamic process whose various components make different contributions to it. It decides major guidelines for action directed at the future, mainly by governmental organs. These guidelines (policies) formally aim at achieving what is in the public interest by the best possible means.

As Dye (1975:2) has pointed out, public policies may deal with a wide range of areas such as national defence, education, social welfare and public protection. He states (1975:3) that in the study of policymaking, emphasis has shifted from an analysis of the institutions of government in which policies are formulated to the development of models which can be used to describe and explain the causes and consequences of governmental activity. A number of these models have been listed by Dye (1972:17-36 and 1975:17). These listed

are: institutionalism, group theory, elite theory, rationalism, incrementalism, game theory, and systems theory. For the purposes of this study, the systems theory has been selected.

Dye's formulation seems to describe the concerns of this study in terms of its concern for causes, conversion and consequences of decisions relative to the extended practicum.

Concern for causes, conversion and consequences is construed as the essence of the political systems theory because of that theory's concern with input (causes), process (conversion), and output (policy).

Systems Theory

Systems theory suggests that public policy is developed in response to forces acting upon the policymaking body from the environment in which it operates. The system accepts a variety of inputs which are processed and transformed into outputs. Feedback is also an important aspect of the systems model.

Easton (1965:21) defines a political system as "those interactions through which values are authoritatively allocated for a society." However, there is a school of thought which claims that "resources," not "values," are authoritatively allocated. Therefore, the definition of a political system should go like this: "those interactions through which resources according to certain values are authoritatively allocated for a society." Easton goes on to state that a political system has three components: the environment which provides the inputs in the form of demands and supports, the political body which processes the inputs, and decisions or policies

which are the outputs of the system. Easton's model of a political system is shown in Figure 1.

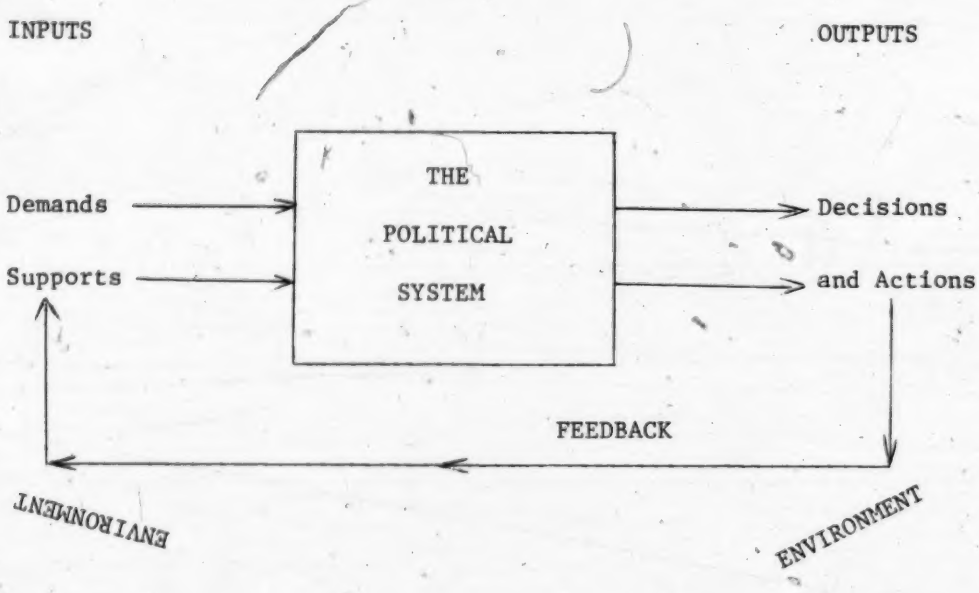


FIGURE 1. THE SYSTEMS MODEL (Easton, 1965)

Mazzoni and Campbell (1976:2-3) have defined a political systems model as one that "views policymaking as an interactive process through which inputs, including demands for change, are converted into outputs, including authoritative decisions". Demands have been defined by Van Loon and Whittington (1976:8) as "firmly stated requests by interested parties for allocative outputs which will be to their advantage", and are regarded by Easton (1965:48) as essential to the operation of the political system.

Mazzoni and Campbell describe the interactive process or the conversion process, as Almond and Powell (1966) call it, as being made up of certain activities which must take place in order to

convert inputs into outputs--interest articulation, interest aggregation and communication.

Interest articulation is the process by which individuals and groups make demands upon the political decision-makers; interest aggregation is the function of converting demands into general policy alternatives; and communication is the exchanging of information between the individuals or interest groups and the political decision-makers.

Summary and Discussion

The political systems model has been selected for use in this study because it seems to account best for the interaction that occurs between the political system and the interest groups, such as the Alberta Teachers' Association, the Alberta School Trustees' Association, and the provincial universities, in its environment.

The systems model provides a framework for the point-of-view accepted in this study that it is the interrelationship between groups in the environment and government that is important in the formation of public policy. Interaction between groups or the struggle for supremacy by one group over the others is examined in this study. Should one group become more influential it would presumably be able to influence significantly the policymakers while it retained that supremacy. In this respect, the position taken in this study may seem to draw near to that of the group theorists--the role of the government is that of passive adjudication, which ratifies or legitimizes policy decisions which have already been determined by the results of the group struggle. Systems theory,

however, suggests that the government plays a more central role in policymaking, in fact, making the decisions, but as a result of pressure from the various interest groups. This marks a significant and important distinction between the two models.

To summarize, the political systems model of policymaking provides an essential framework for this study because it gives a suitable explanation for the role of the government in public policymaking in Alberta.

## INTEREST GROUPS IN CANADIAN PUBLIC POLICYMAKING

In addition to the issues and the process, this study is also concerned with the interactions in the conversion process--interest articulation, interest aggregation and communication--especially interaction between educational interest groups such as: the Alberta Teachers' Association, Alberta School Trustees' Association, Universities, Conference of Alberta School Superintendents, and the Departments of Education and Advanced Education and Manpower.

### What are Interest Groups?

As outlined in the previous section, the systems approach to policymaking suggests that policies are the outcome of demands placed upon a political system by forces operating in the environment. These forces can be defined as pressure groups or interest groups. These two terms are frequently used interchangeably (Pross, 1975:2) but writers such as Truman (1961:38) and Presthus (1973:70) object to the negative connotations of "pressure groups" and hence

avoid use of this term, a practice that is adopted in this study whenever possible.

Interest groups are defined by Almond (1964:132-3) as being those groups which;

> . . . articulate political demands in the society, seek support for these demands among other groups by advocacy and bargaining, and attempt to transform these demands into authoritative public policy by influencing the choice of political personnel, and the various processes of public policymaking and enforcement.

Pross (1975:2), who uses the term "pressure group", defines such groups as "organizations whose members act together to influence public policy in order to promote their common interest." Truman (1961:33) defines an interest group as:

> . . . Any group that, on the basis of one or more shared attitudes, makes certain claims upon other groups in the society for the establishment, maintenance, or enhancement of forms of behavior that are implied by the shared attitudes.

Hence, interest groups are those groups within the environment of a political system which make demands upon that political system for the formulation of public policies that will advance their own particular cause or causes.

Several writers have emphasized that the term interest group should be applied only to those groups that have at least some form of structure or organization. Engelmann and Schwartz (1967:92) have stated that "organized interest groups are the vehicles through which the demands emanating from the various subsystems of the society are carried to the political system". Pross (1975:2) in a similar vein, has stated that:

> Pressure groups are not haphazard collections of individuals. They are organizations: groups of people associating together

> within the framework of a formal structure to share and promote a common interest.

Eckstein (1963:391), as did Truman (1961), took an opposing view that to regard all interest group activity in the environment as coming only from organized groups was either to deny the effectiveness of unorganized interests or to "regard them only as the pawns of the organized pressures."

## Classification of Interest Groups

A number of typologies have been developed which allow interest groups to be divided into types. Several of these are now discussed.

Pross (1975:9-18) suggests that interest groups can be classified on a continuum according to the degree of structure or institutionalization they possess. He has developed a framework for the classification of groups on the basis of their objectives, organizational features and type of communication with the government. The two extremes of the continuum are issue-oriented groups and institutionalized groups:

> Limited organizational continuity and cohesion; most are very badly organized. Their knowledge of government is minimal and often naive. Their membership is extremely fluid. They encounter considerable difficulty in formulating and adhering to short-range objectives and they usually have a low regard for the organizational mechanisms they have developed for carrying out their goals.

Institutionalized interest groups are defined by Pross (1975: 10) as those having (1) organizational continuity and cohesion, (2) extensive knowledge of those sectors of government that affect them, (3) a stable membership, (4) objectives that are concrete and immediate, and (5) more direction towards organizational imperatives than towards any particular objective.

Pross claims that all interest groups can be accommodated within this framework, and he has established four main types of groups within the continuum, the issue-oriented group, fledgling groups, mature groups, and those that are institutionalized. This classification is shown in Figure 2.

Presthus (1973:69) uses a classification system based upon whether membership in the group is voluntary or compulsory. He states:

> The concepts of voluntary and compulsory association seem useful in differentiating interest groups that tend to have a specific ulterior motive, such as economic security, from those that are bound together by normative ties that seek to advance a "cause".

Using this differentiation, Presthus then developed a taxonomy that could be used to analyze interest groups according to whether they are: compulsory or voluntary; temporary or permanent; economic or instrumental; mass or selective; product-oriented or consumer-oriented; local-provincial or federal; federated or unitary; oligarchical or participative; and private or public.

Almond and Powell (1966:74-79) have divided interest groups into several types. These include:

(1) Anomic Interest Groups. These are groups that are loosely organized or spontaneous in development, and which occasionally indicate their particular interests through the use of riots, demonstrations and assassinations.

(2) Nonassociational Interest Groups. These are groups based on kinship, ethnic, or regional lines, which sometimes express demands through family members, religious heads and individuals. Almond and Powell (1966:76-77) state that:

| GROUP | OBJECTIVES | ORGANIZATIONAL FEATURES | USE OF MEDIA | ACCESS TO GOVERNMENT |
|---|---|---|---|---|
| INSTITUTIONALIZED | Multiple, broadly defined, collective selective | Extensive human and financial resources | Public relations, image building ads, press releases | Regular contact; representation on advisory boards; staff exchanges with department |
| MATURE | Multiple, broadly defined, collective | Staff includes professionals, group alliances | Some briefs to public bodies; some public relations and press releases | Regular contact with officials |
| FLEDGLING | Multiple but closely related | Membership can support small staff | Presentation of briefs to public bodies | Some contact with officials; some confrontation |
| ISSUE-ORIENTED | Single, narrowly defined | Small membership; no paid staff | Publicity oriented protests | Confrontation with politicians; officials |

FIGURE 2. PRESSURE GROUP CLASSIFICATION FRAMEWORK (Pross, 1975)

> The distinguishing characteristics of such interest groups are the intermittent pattern of articulation, the absence of an organized procedure for establishing the nature and means of articulation, and the lack of continuity in internal structure.

(3) Institutional Interest Groups. These are more formally organized groups with professionally employed personnel and with designed political and social functions apart from interest articulation. Examples include political parties, legislatures, bureaucracies, and churches.

(4) Associational Interest Groups. These are the most specialized of the group types mentioned, and consist of trade unions, businessmen's organizations, ethnic associations and civic groups. "Their particular characteristics are explicit representation of the interests of a particular group, a full-time professional staff, and orderly procedures for the formulation of interests and demands." (p. 78)

Engelmann and Schwartz (1975:144-146) have developed a taxonomy of interest groups based upon a division into two main types of economic and non-economic interest groups. In the first category they place such organizations as the Canadian Bankers' Association, the Canadian Labor Congress, and the National Farmers' Union. The second group of non-economic interests was divided into nine categories ranging from professional groups such as the Canadian Medical Association, to public service organizations, veterans' groups, ethnic groups, religious groups and women's interest groups.

Such an approach seems to offer little by way of understanding the functions and operation of interest groups in the Canadian

political system; it appears to be descriptive rather than explanatory, and as such is of less significance than some of the other taxonomies.

Van Loon and Whittington (1976:289-291) have suggested a classification system based upon three dichotomous variables--activity, origin, and structure. Group activity was regarded as being either self-interested or promotional in nature, groups originated either by being created by the government--a reverse pressure group--or through autonomous development, while the structure of a group was either active or categoric, the latter being a latent group that may become active if the right issue arises. Almond (1964:132) has similarly discussed manifest and latent interests.

As can be observed from the above, there is a significant amount of overlap among many of the taxonomies. It is suggested that those based upon the structure and purpose of the groups are of more relevance to the analysis of interest groups in Alberta than those which simply describe the types of interests which are represented. Adding the method of functioning as part of the taxonomy, as Pross (1975) did, provides an extra dimension to the analysis and should make it useful for analyzing groups.

Dichotomous classification systems in the social sciences have the added disadvantage, for purposes of analysis, in that rarely is it possible to gather enough data which are precise enough to enable accurate placement in one category or the other; again, Pross' continuum approach seems a more realistic assessment of the real-life situation.

The continuum classification system developed by Pross and

outlined earlier is used in this study for the analysis of interest groups that were involved in the development of the extended practicum policy because it is based upon variables relevant to the study of influence such as purpose of the groups; it uses a continuum system rather than a dichotomous one; and it takes into account the means by which the group attempts to influence government so as to achieve its goals.

Functions of Interest Groups

Interest groups serve a number of functions in a political system, but these can mostly be subsumed under one general function which is the raison d'etre for their existence: to make demands upon the political system (Almond, 1964:132; Engelmann and Schwartz, 1975: 144). Interest groups develop because certain policies are operational which a number of individuals disagree with or are adversely affected by; they form together in groups to try and exert influence upon the government to have those policies changes. Presthus (1973:142) referred to this as the linkage function; Almond and Powell (1966:73) called it interest articulation:

The result of the formation of such groups is a "chain reaction" (Key, 1964:129) in which other interest groups develop to protect the interest of individuals affected by the demands of the first group. The formation of a group to represent the interests of beef producers through seeking an increase in the price of beef and a restriction in imports may well lead to the emergence of a consumer group seeking to keep the price of beef as low as possible. The formation of a group seeking government assistance for extending the practicum in

Alberta teacher education may be opposed by a group attempting to maintain the present amount of time allocated for the practicum.

Interest groups have this basic purpose of making demands upon policymaking bodies in order to achieve their own objectives, but in doing so serve a number of other functions also.

Van Loon and Whittington (1976:287) have suggested that interest groups provide "an integrating force in society, which can 'connect' the individual to a political system". This is a two-way connection; the individual, through membership in an interest group, is able to make his voice heard by the policymakers, and is involved in the actual policymaking process when--and if--the government uses the interest group to guage the reactions to such policies. Thus the individual has, to some extent at least, both a "voice" and an "ear" in the activities of the government.

Interest groups provide a formal structure with which a government can interact, and this is frequently important in the formation of advisory committees, Royal Commissions and Committees of Inquiry. Members of interest groups are often selected to represent the views of their groups as part of a general inquiry into a particular area of concern. For example, the Alberta Teachers' Association has representatives on a number of government committees such as the following:

Achievement Test Advisory Committee

Advisory Committee on School Day/School Year Study

Advisory Commission on School Facilities

Board of Teacher Education and Certification

Curriculum Policies Board

Minister's Advisory Commission on Student Achievement

(ATA Members' Handbook, 1977:60)

As well as involving them in formal inquiries into areas of concern, the government can request interest groups (Eckstein, 1960: 163) to simply express an opinion about, or to react to, proposed policies so that the government can gain reactions of that group before a policy is announced to the general public. Pross (1975:6) has called this policy legitimation. It means that if changes to proposed policies are then considered necessary, they can be made prior to the stage of parliamentary or general debate and thus the government does not lose "face". Engelmann and Schwartz (1975:153) have suggested that a set of unofficial rules govern such pre-releases of information which both sides are required to observe if they wish this procedure to continue.

The importance of this function has led to what Van Loon and Whittington (1976:290) called reverse pressure groups. These are groups that do not develop spontaneously but are "encouraged" in their formation by the government in order to provide it with an organized group to fulfill the functions described above.

Eckstein (1963:411) suggests that there are two types of interaction between the government and interest groups relative to the exchange of information about new policies--negotiations and consultations. He states:

> Negotiations take place when a governmental body makes a decision hinging upon the actual approval of organizations interested in it, giving the organizations a veto over the

decision; consultations occur when the views of the organization are solicited and taken into account but are not considered to be in any sense decisive.

The emphasis that Eckstein places upon negotiations and consultations as the only forms of interaction between the government and interest groups seems to play down other forms--riots, demonstrations and assassinations--as used by anomic interest groups and coercion or compulsion as used by the government.

Pross (1975:24) suggests also that interest groups serve a self-regulatory function in that they control the operation or behavior of their members within the limits of the group's policies. He (1975:7) has called this acting as agents of the government. In education, for example, the behavior of teachers is at least partly controlled by the Alberta Teachers' Association through the operation of a professional code of ethics which is legally enforceable. The same is true of such Canadian professional organizations as the Medical Association and the Bar Association, while union rules prescribe the behavior of union members in numerous other types of occupations.

Emphasis here has been placed upon the political functions served by interest groups, but they also provide a wide variety of services to their members. Some of these are therapeutic, as in the case of groups for parents of exceptional children, whose members can talk together about common problems; some are more highly developed such as the research function of professional associations. These are the social roles referred to by Presthus (1973:141), and are often of more importance to the individual member than the political role. It is the political functions of interest groups

that this section is more concerned with than the social functions.

Thus, the two main political functions of interest groups are negotiations and consultations. The extent to which these are successful is dependent upon the influence of the group.

The Influence of Interest Groups

The environments of political systems are made up of a large number of interest groups, some small, localized and impoverished. Eckstein (1963:395) has suggested that the number of interest groups existing in any society is a function of the extent to which the society is "modernized".

As each of these groups attempts to articulate at least one but more commonly a number of demands to government, it is obvious that the government will be unable to pay equal attention to all demands made upon it. It therefore follows that some groups will be able to exert more influence over government policymaking than others. Hence, if interest groups are to survive, they must not only articulate demands, but do so more effectively than other groups also vying for the attention of the government.

Influence was earlier defined as the extent to which one actor or group is able to legitimate its demands; the measure of the influence of an interest group is therefore the extent to which that group is able to legitimate its demands through government policy-making. Anderson (1975:44) writes as follows:

> The influence of interest groups depends on a number of factors. These may include (subject to the rule of ceteris paribus--other things being equal) the size of the group's

> membership, its monetary and other resources, its cohesiveness, the skill of its leadership, its social status, the pressure or absence of competing organizations, the attitudes of public officials, and the site of decision-making in the political system.

Similarly, Van Loon and Whittington (1976:301-305) suggest that the influence of a group over public policymaking depends upon the structure and resources of the group, the structure of government and its overall policy approach, and the nature of the environment. They suggest (p. 304), for example, that "an interest group will succeed best if its overall aims are in keeping with the prevailing values of the society in which it operates."

Eckstein (1973:416) has developed a similar list from which he names the wealth of a group, its organizational cohesiveness, and the political skills of its leaders the most significant.

Dahl (1976:37) suggests that political influence varies between groups because of differences in the distribution of political resources, which he defines (p. 37) as "the means by which one person can influence the behavior of other persons", the skill with which groups use these resources, and the extent to which they are prepared to use these resources for political purposes.

Dahl (p. 33) also notes, as do Mazzoni and Campbell (1976:22), that the influence of any one group varies considerably according to the issue under consideration. He relates this to the domain and scope of influence, which he defines as:

> The domain of an actor's influence consists of the other actors influenced by him. The scope of an actor's influence refers to the matters on which he can influence them. . . . Any statement about influence that does not clearly indicate the domain and scope it refers to verges on being meaningless.

Thus it is important to talk about the influence of a particular interest group in relation to the government; it is also important to note the areas or subjects about which it is able to influence the government. It is reasonable to expect that the Alberta Teachers' Association, the Alberta School Trustees' Association, the Conference of Alberta School Superintendents, and the Universities would have a high level of influence with the government in areas connected closely to education or specific aspects of education itself, such as the practicum; it could also be expected that the same high level of influence may not be apparent if these groups tried to influence government policy on how to plan a city.

The extent of political influence exerted by interest groups in Canada varies considerably and is difficult to assess; in fact La Palombara (1963:425) claims that "except on the basis of highly unreliable impressions, it is impossible to measure the relative influence that groups exert over administrative decisions." Van Loon and Whittington (1976:289) suggest that the influence of interest groups in Canada is much less than in Britain and the United States because of differences in government structure, while Presthus (1973:10-11) found their influence to be much greater than the political parties. Aucoin (1975:187) states that although many groups are in existence, they are not usually well-known and often only become recognized publicly when an issue becomes one of major importance. Related to this is a point made earlier that some groups are issue- or subject-oriented.

Coming closer to the study under investigation, writing of educational interest groups, Milstein and Jennings (1973:53) state:

> Educational interest groups in the past have generally been able to impress legislators of the special nature of education. Today they find these bodies less receptive to their demands . . . because there are indications of increased competition for the public dollar, requiring the educational interest groups to devise new tactics at the state level.

Mazzoni and Campbell (1976:20) found that in the United States, teacher groups are among the most highly influential in educational matters, and that other influential groups include the state governors and the Chief State School Officers. State boards of education were found to be relatively low in influence.

The Operation of Interest Groups in Canada

Interest groups seek to exert influence upon the government. Their chances of success are dependent upon the structure of the groups and the resources at their disposal; the extent to which they succeed is related to the methods they use and the centre towards which their efforts are directed.

The methods through which influence can be exercised have been listed by Almond and Powell (1966:87-88) and were alluded to earlier in this chapter as including (1) physical violence and demonstrations, (2) personal connection with members of the government, (3) elite representation on government advisory boards and commissions, (4) making use of formal and institutional channels of access such as the mass media, political parties and the legislature, and (5) keeping demands single and specific.

Engelmann and Schwartz (1975:149) suggest that influence is

exerted through involvement with the Civil Service, Advisory Boards, and Royal Commissions. Members of interest groups such as the Alberta Wheat Pool and the Canadian Federation of Agriculture are appointed by governments to advisory boards and are thus in strong positions to represent the views of their groups. As far as methods are concerned, Pross (1975:19) has stated:

> The Canadian policy system then, tends to favour elite groups, making functional accommodative, consensus-seeking techniques of political communication, rather than conflict-oriented techniques that are directed towards the achievement of objectives through arousing public opinion.

The result of this, as Van Loon and Whittington (1976:257) state, is that "The vast majority of Canadian groups make their demands through legitimate channels and by legitimate means."

Canada has a federal system of government in which powers and responsibilities are divided between the federal government and the provincial legislatures.

According to Engelmann and Schwartz (1967:124-125), the Canadian system meets the three criteria of a federal system as enumerated by Riker:

> (1) Two levels of government rule the same land and people; (2) each level has at least one area of action in which it is autonomous; and (3) there is some guarantee . . . of the autonomy of each government in its own sphere.

The result of this is that interest groups develop along lines similar to the division of powers among the governments; strong provincial groups form to deal with provincial matters, while nation-wide interest groups deal with the federal government. This has been evidenced by studies such as those done by Baird (1971), Dawson (1975) and Kwavnik (1975), while Engelmann and Schwartz (1975:146)

discuss the structure of a number of interest groups as illustrations of this point.

Hence, the first problem concerning the application of interest group pressure is determining whether to apply it at a national or provincial level. As far as education is concerned, particularly the practicum in teacher education in Alberta, the matter is clear-cut. Certainly, educational funding is a provincial concern, hence pressure would have been applied at that point if further funds or changes in policies were required.

The second problem is to determine the agency towards which the pressure will be directed. This may be the Legislature, the Cabinet, or the bureaucracy. Almond (1964:136) states:

> Interest groups tend to seek out the important points of access in the legislative process, the points where legislative policy is initiated, and where revision, vetoing and favorable action are possible.

Dawson (1975), Pross (1975), Van Loon and Whittington (1976), Engelmann and Schwartz (1975), and to some extent, Presthus (1973), suggest that the Cabinet is in a more strategic position with regard to the initiation of policy in Canada than the Legislature. Quoting McGillivray, Engelmann and Schwartz (1975:156) state, "When I see members of Parliament being lobbied, it's a sure sign to me that the lobby lost its fight in the civil service and cabinet." In other words, if an interest group wishes to exert maximum influence over government policymaking, it should apply that influence to members of the Cabinet.

Presthus (1973:153) does not agree with this, and presents evidence showing that a significant number of groups have made

approaches to members of parliament. Barry (1975) has also shown that Parliament can, at least on certain issues, serve as an effective forum for the presentation of interests. Yet, to Pross (1975:20):

> The Cabinet is the final decision-making authority in the political system, and the pressure groups, whether issue-oriented or institutionalized, behave accordingly, attempting either to secure access or to embarrass ministers into compliance.

Both Presthus (1973:148) and Key (1964:138) have also found the upper levels of the bureaucracy to be important agencies in policy formulation. So much of the work of policymaking is delegated to the bureaucrats because of the increased complexity and specialization of the subject matter with which they are dealing that they are able to exercise considerable control over the policymaking process. This level, too, seems a sensible place for interest groups to apply pressure in order to achieve their objectives.

Political parties have not been considered as one of the agencies with which interest groups interact because evidence suggests that they are not regarded as part of the policymaking structure in Canada. In fact, some writers (Engelmann and Schwartz, 1975:159-166) have gone as far as to suggest that involvement with political parties is actually avoided by interest groups so as to prevent any impressions developing that an interest group is affiliated with any one particular political party. That party may lose the next election, and then the group is left "out in the cold".

Summary

In this section an analysis of the role of interest groups in the making of public policy in Canada has been presented. This has

included a brief look at what interest groups are and what functions they perform in Canadian society; a delineation of factors affecting the relative influence of interest groups; and a review of the methods which interest groups use to obtain and apply influence over policymaking. This discussion has helped to serve as the basis for the next section in which a discussion of interest groups in Alberta is presented.

## INTEREST GROUPS IN ALBERTA

In the preceding section interest groups in general, with a focus at the federal level have been discussed. This section is devoted to interest groups at the provincial level, particularly those in Alberta.

Baird (1971) has studied extensively interest groups in Alberta. In his 1971 study, Baird (p. 8) points out that only influential groups were studied. These groups function along government department lines, such as the departments of agriculture, education, health, highways, labor and municipal affairs. Amongst these departments there are about twenty-one interest groups examined in Baird's study. Some of the groups studied are the following: the Alberta Federation of Agriculture, the Farmers' Union of Alberta, the Alberta School Trustees' Association, the Alberta Teachers' Association, the Alberta Medical Association, the Alberta Dental Association, the Alberta Road Builders' Association, the Canadian Chamber of Commerce, the Alberta Federation of Labor, and the Alberta Association of Municipal Districts.

Baird (1971:2) found that these groups are formally organized and largely private, supporting Pross's (1975:2) claim that interest groups in general are "organizations whose members act together to influence public policy in order to promote their common interest". Baird also found that interest groups in Alberta have organizational continuity and cohesion, extensive knowledge of those sectors of government that affect them and stable membership. This finding corresponds with Pross's (1975:10) description of institutionalized interest groups at the federal level. However, Baird (1971) classified interest groups according to the departments they tried to influence, which makes the classification different from Pross's (1975) continuum. Application of Baird's classification helps in understanding the way groups in Alberta function and the sectors on which they concentrate their influence.

Earlier in this chapter it was pointed out that one of the problems concerning the application of interest group pressure is to determine the agency towards which the pressure should be directed. It was indicated then that in response to this problem, Dawson (1975), Van Loon and Whittington (1976), Engelmann and Schwartz (1975), and to some extent, Presthus (1973), have suggested that the Cabinet is in a more strategic position with regard to the initiation of policy in Canada than the Legislature.

In Alberta, according to Baird (1971:27), interest groups concentrate their influence on the civil service (departments), the cabinet and the legislature. But he pointed out that only those groups which were dissatisfied with the cabinet and departments tried

to influence the legislature. Like Presthus (1973) and Key (1964), Baird (1971) found that the upper levels of bureaucracy in Alberta are important agencies in policy formulation, hence interest groups had to put the same amount of pressure on them as on the cabinet.

It was pointed out earlier in this chapter that political parties have not been considered as one of the agencies with which interest groups interact because they are not regarded as part of the federal policymaking structure in Canada. The same idea seems to obtain in the Albertan situation. Apparently there are no groups putting pressure on political parties except the political party leadership and the cabinet, in order to affect policy decisions.

In Alberta, as in Canada generally, the means and modes employed by individual interest groups are very important. This demonstrates why some groups are more influential than the others. For instance, Baird (1971:6) found that some interest groups, like the Canadian Mental Health Association, have greater access to the department they seek to influence than the others despite the fact that they are numerically inferior. Such groups are successful because their members are highly interested in the groups' purposes, they know a lot about the departments they influence and the process of government, they are reliable, and have strength and the skills of leadership.

This situation in Alberta seems to support the claim made about the success of interest groups at the federal level by Anderson (1975:44):

The influence of interest groups depends on a number of

> factors. These may include the size of the group's membership, its monetary and other resources, its cohesiveness, the skill of its leadership, its social status, the pressure or absence of competing organizations, the attitudes of public officials, and the site of decision-making in the political system.

The means of communication and the forms of expression and argument the groups in Alberta used did not differ much between groups, neither were they different from those used at the federal level. Baird (1971:28) found that nearly all of the groups studied in Alberta held provincial conventions, passed resolutions at the conventions, gave resolutions to the press and presented resolutions to the cabinet, as their means of expressing demands to the government. Other modes were in the form of detailed proposals. In all this, the groups relied primarily on reasoned argument without coercion or pressure (Baird, 1971:17). Baird went on to say that the groups' reasoned argument always involved their claims of factual or scientific authority of legitimacy. He pointed out, for example, that as a claim of factual authority the Alberta Teachers' Association always stressed its professional knowledge of education.

This does not mean that there is no coercion. Baird (1971:18) found that nearly all of the groups' attempts to influence departments, involved their use of perfectly legitimate threats to get them punished by the groups' going to the media of communication and the public, the legislature, the cabinet, and the courts. The only groups found to go as far as to threaten civil disobedience--in refusing to pay taxes--were local groups who wanted new or improved roads.

Summary

Interest groups in Alberta were discussed in this section.

The agencies, the groups' influence, the modes of communication the groups employ and the factors that affect their success were some of the areas discussed.

## EDUCATIONAL INTEREST GROUPS

The discussion of interest groups both at the federal and provincial levels in the preceding sections did not distinguish educational interest groups from interest groups in other sectors of activity. Since the main purpose of this study is to describe and analyze the events associated with the development of a policy affecting education, it is therefore necessary to review some of the studies of educational interest groups. For this reason, this section is devoted to the discussion of educational interest groups, with the hope that the discussion will provide some insights into how these groups function in the process of influencing policy formulation.

Four studies which deal with policy formulation and/or decision-making in the area of education have been selected for this study. In all these studies, certain groups, such as in the case of Alberta, the Alberta Teachers' Association, the Alberta School Trustees' Association, the Universities, the Department of Education, the Alberta Catholic School Trustees' Association, the Alberta Federation of Home and School Association, and the Board of Teacher Education and Certification, and in the case of Saskatchewan, the counterpart organizations, seem to be prominent in educational issues.

Agencies Influenced

The agencies and individuals on which interest groups concentrate their influence have been identified by Housego (1964:227), Angus (1968:69), Digout (1969:45), and Stringham (1974:134-137), as the Minister of Education and his Department, the Cabinet and, in limited form, the legislature and individual Members of the Legislative Assembly.

It is interesting to note that the Department of Education, depending on the issue, acts as an interest group in one situation and as an agency to be influenced, in another situation. For instance, in cases where the Department of Education is represented on a Standing Committee or an Advisory Board, like the Board of Teacher Education and Certification, the Department becomes one of the interest groups. In these cases, the Department has a definite point of view. This point clearly stands out in Housego's (1964:236) observation that:

> . . . specific organizations were allowed to act as sources of restriction on the government. They served as channels for involving people in politics. The University, the Teachers' Federation, the Department of Education and the Trustees' Association can be viewed as mechanisms for creating and maintaining consensus . . . the kind of consensus necessary for a democratic society. These organizations were able to combat the government as the one centre of power.

In the discussion of interest groups earlier in this chapter, it was pointed out that the strategic agency to influence is the cabinet. This assumption seems to have been supported by the above studies. Educational interest groups, like other interest groups, concentrate on the cabinet.

From the four studies by Housego (1964), Angus (1968), Digout (1969) and Stringham (1974), it is evident that educational interest

groups, as already established above, are formally organized, and that they can be analyzed according to the continuum classification by Pross (1975). Under this classification, the extreme ends of the continuum are the issue-oriented groups and institutionalized groups. Again, from the description of these groups in the four studies, it seems that the major educational interest groups can be described as institutionalized groups, because of their organizational continuity and cohesion, their extensive knowledge of the mechanism of the department of education, their stable membership and objectives that are concrete and immediate, and their orientation towards organizational imperatives rather than any particular objectives. However, one of these studies (Digout, 1969) identified some educational interest groups, such as the Association of Private Schools in Alberta, the Christian Action Foundation, and the Society for Christian Education which were organized for specific issues--e.g. "public support for private education."

These groups have very limited organizational continuity and cohesion; they are badly organized. They have small membership, they have no paid staff and have narrowly defined objectives. Their knowledge of the department is minimal and often naive. Their membership is extremely fluid. They may dismantle after the issue is either resolved or they have failed to influence the policymaking body. Groups with these characteristics are referred to as issue-oriented groups.

Before leaving the discussion of various educational interest groups as identified in the selected studies, it is necessary to point out that the Conference of the Alberta School Superintendents, which

the researcher has been made aware of, has not been discussed in the three Albertan studies. This seems to indicate that the group was not in existence until after these studies were done.

Strategies

The strategies used by educational interest groups in Alberta as found by Angus (1968), Digout (1969) and Stringham (1974) are not different from those employed by other groups. However, it should be pointed out that the review of literature has revealed that some groups, such as anomic interest groups, sometimes use coercive strategies--riots and demonstrations. But these studies indicate that not one of the educational groups has resorted to coercive strategies or methods of this kind.

Generally, the studies found that educational interest groups use such strategies as: briefs, press releases, conferences, conventions, letters to the editor, approaches to M.L.A.'s, Committee members, interviews with the Minister of Education and other politicians.

The Universities, in particular, made use of public speeches delivered by the President and/or the Dean of Education.

Housego (1964:228) found that the representatives of the Department of Education stressed their formal role in settlement of the issue and worked through the committee.

The Alberta Teachers' Associations' reports of the strategies seem to be more detailed than those of other groups as indicated by Keeler (The A.T.A. News, 4:5, 1969):

When the government's intention to rewrite the act was announced, the Provincial Executive Council, as a guide to our participation in this project, outlined a set of objectives for a new act. Most of these were based on policy adopted over the years by annual assemblies.

District Representative W.L. Hughes and Staff Officer H.A. Doherty were named to represent the Association on the Committee for Rewriting The School Act.

Locals were invited to study the present act and submit views for use by our representatives. Several significant issues were identified in the local reactions which were received.

Following release of the first draft, a copy was sent to each local with a request for study and reaction. Again, local submissions proved useful.

An ad hoc committee of the Association reviewed the draft clause-by-clause, brought certain policy questions to Council for decisions and listed numerous changes to be sought by the Association.

A.T.A. solicitors drafted proposal rewordings in consultation with staff. This process is continuing.

A.T.A. representatives at each of the minister's conferences were briefed on major areas of dissatisfaction with the draft and added other items of concern.

An Association brief, which will include all proposed amendments, is in preparation for presentation to the Deputy Minister.

It is anticipated that the matter will be referred by the Minister to his standing committee on legislation on which the Association is represented prior to tabling of the bill at the 1970 session of the Legislature.

The strategies employed by educational interest groups in other policy issues are of vital importance for this study because they yield a better understanding of why certain groups are more successful than others in influencing policy decisions. For instance, the four studies reviewed in this section have revealed that teachers' associations in Alberta and Saskatchewan were more successful in their demands than the other groups which were involved, as a result of

their strategies and methods of communication. This finding may lend support to the claim made by Anderson (1975) and Van Loon and Whittington (1976) that the influence of interest groups depends on such factors as size of membership, monetary and other resources, and cohesiveness. In these respects, teachers' associations in western Canada seem to be stronger than other educational interest groups.

Angus (1968:69) said this about the A.T.A.'s success:

> The A.T.A. is able to exert influence on policy decisions at the provincial level by virtue of its representation on such departmental committees as the Board of Teacher Education and Certification and on provincial curriculum committees.
>
> The A.T.A. submits annual briefs to the Provincial Cabinet with recommendations for change in the Alberta education system.
>
> The A.T.A. professional staff maintain friendly and personal relationships with high level administrative personnel in the Department of Education and other education interest groups such as the faculties of education and A.S.T.A.

From what Angus (1968) and Keeler (1969) said about the A.T.A.'s strategies, it is obvious that the success of the teachers' associations in accomplishing their objectives seems to depend upon the expertise of their leaders who realize the value of long-range planning, the need to initiate proposals, to understand issues and reach consensus on various courses of action.

## SUMMARY

This literature review has provided an analysis of some of the writings and research findings in three areas relevant to this study. As the introduction of the extended practicum is being investigated through the context of policymaking, this section has considered the literature concerning public policymaking, the function

of interest groups in general and the function of educational interest groups in particular.

## CONCEPTUAL FRAMEWORK

The intent of this study, as outlined in the statement of the problem, is to describe and analyze the events associated with the development of the policy enunciated in 1977 by the Minister of Education regarding the extended practicum in Alberta teacher education, with special emphasis on the roles played by interest groups. The literature reviewed in earlier sections of this chapter has provided information about the major areas of public policymaking and interest groups. In the paragraphs which follow, the key concepts making up the conceptual basis for the study are reviewed and interrelated.

The political systems model is the approach utilized in this study to provide a basic framework for explaining the way in which public policies are arrived at in a political system such as that operating in Alberta. The systems model underlies the whole approach to the study, which posits that public policies are formulated by the government because of demands which they perceive as being made upon the political system by forces acting in the environment. Because of the political essence of policymaking, if there were no demands expressed in the environment, there would be no changes in policies.

In such an environment, each group influences the other groups. The compromises of public policies determined by the government reflect the equilibrium point at which the demands of the groups are balanced.

Also considered as an essential part of the conceptual framework for this study is the action of interest groups in the environment of the political system in bringing pressure to bear on the system to adapt to changes in the environment. Interest groups make demands upon the system to achieve the objectives which they espouse.

In order to investigate these demands and their effect upon the political system in a specific area of teacher education--the introduction of the extended practicum requirement--this study has attempted to discover the demands, the sources of the demands, the resources employed relevant to the field of teacher education in this province. This would then allow the prediction of demands that may be made in the future upon the government of Alberta with regard to the practicum in teacher education.

The government will respond to demands according to the amount of influence or support it perceives that these demands have, or are likely to gain. Some groups have a high level of influence both upon the government and with the community in general. Others are not so fortunate and find it more difficult to have their policies implemented. The relative influence of interest groups in any given context is a function of a number of structural variables such as size, resources and political skill, and of environmental variables such as the form of government and the location of power positions.

The government has to employ certain methods in dealing with the demands from interest groups such as negotiations and/or consultation. Likewise, the groups have to use certain methods and tactics in order to have their demands favorably responded to by the government, thereby affecting the policy outcome.

A diagramatic representation of the framework for the analysis of policymaking in this study is shown in Figure 3.

The figure shows the major divisions of the systems model, including the inputs division which is comprised of demands, the processing division, the outputs division and the feedback division. In addition to the systems model divisions, the actual interest groups found in the environment which demand change in Alberta education are shown.

## SUMMARY

This chapter has provided a review of literature on matters of relevance to this study, out of which has been developed the conceptual framework on which the study is based. This consists of a systems approach to policymaking in which interest groups make demands upon the government. These demands are successful to the extent that they are seen as coming from influential groups which are knowledgeable about the subject field in which they are operating.

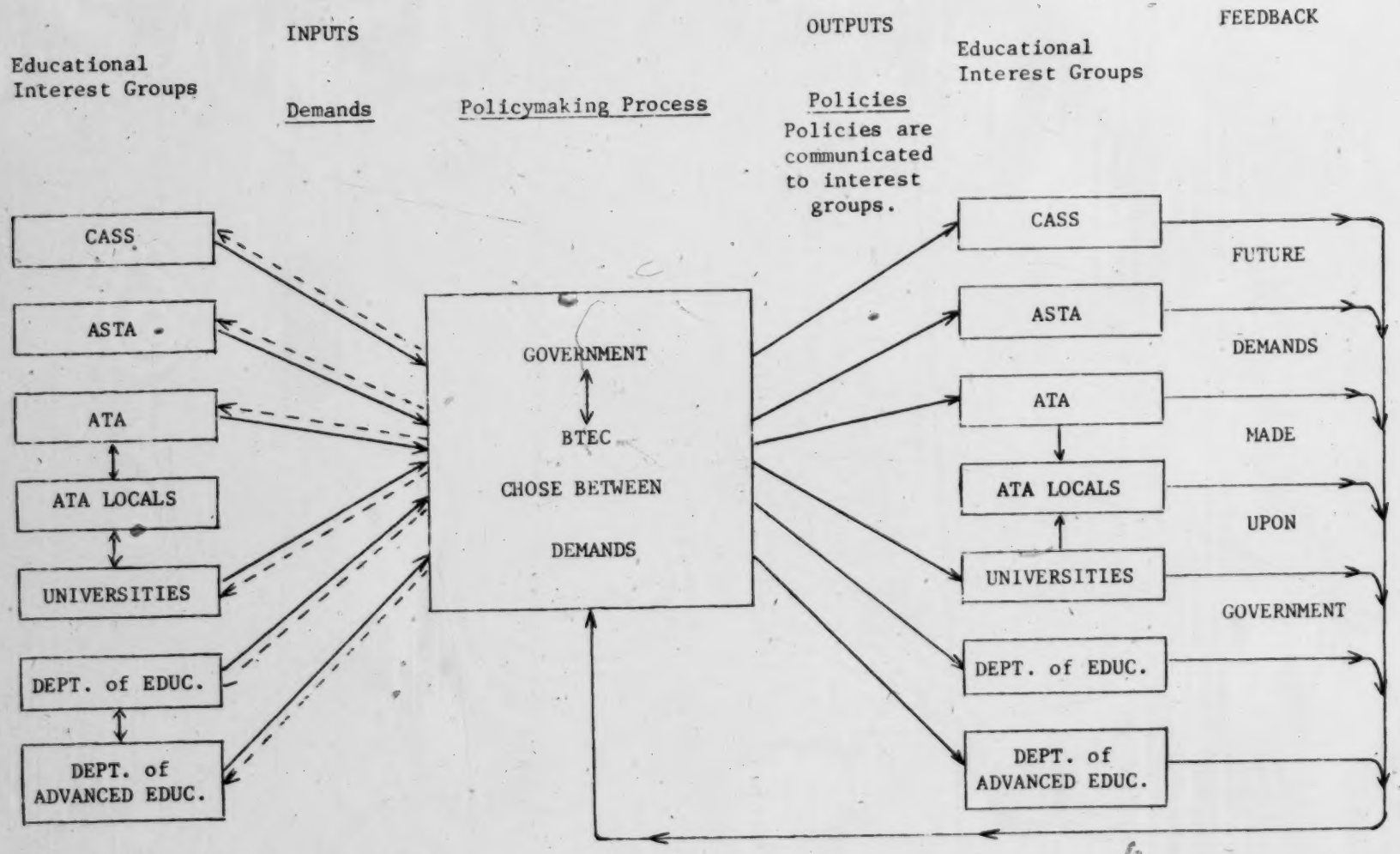


FIGURE 3. A SYSTEMS APPROACH TO POLICYMAKING

# CHAPTER III

# RESEARCH METHODOLOGY

## THE CASE STUDY APPROACH

The study reported herein is a case study in policy development. Hofferbert (1974:89) observes that most of the books and articles written about the policy process are case studies. He defines a "case study" as

> . . . an in-depth examination of a particular instance of something . . . [it] present[s] a detailed rendition of a particular dynamic instance that is, in some essential respects, an example of general . . . behavior.

According to Seguin (1977:43) the case study approach is in contrast to an aggregation of characteristics of many instances. Although this observation by Seguin is correct in relation to an aggregation of characteristics of many instances, the definition does not exclude the accumulation of characteristics and/or decisions related to the particular instance under investigation. A case study tells a story.

Descriptive case studies generally pertain to both the processes of policymaking and the substance of the policy itself, the objective being to illuminate the processes by which policies are formed and the forces operating on the behavior of policymakers. According to Seguin (1977:43), while explanatory case studies can take many forms, they normally have a fairly common format:

> 1. A single public-policy decision . . . or a set of closely related policy decisions is isolated for investigation.
>
> 2. The case analyst gives a history of the development of policy in the particular area.

3. Most case studies focus upon political conflict. The investigator attempts to identify the interests and individuals involved in hammering out a policy product. Certain issues are selected because they seem, by some standard or other, to embody "representative" participants in the policy process. Affected interest groups are identified and an effort is made to assess the impact of their activities.

4. Finally, an attempt is made to reconstruct, within the context of a bargaining model, the attitudes of the participants and the actions they undertook. The various components that are perceived to have been operative in the policymaking process are weighed and their relative effect on the output is gauged and assessed.

Strengths attributed to the case study method include its richness of detail and the lucidity it can offer in illuminating the dynamics of policymaking (Seguin, 1977:44). Case studies also have the potential for generating important hypotheses which can then be tested in different contexts. Hofferbert (1974:138) states that no other mode of analysis can provide such an appreciation of the psychological dimensions involved and convey so well the consequences of representation in the policy process.

However, just as there are strengths, there are also weaknesses which are characteristic of case studies. Aside from the problem of determining whether or not a case study is representative of the policy process, the problems associated with the selection and the filtering of data also weaken the case study approach. The problem of determining the period covered by the instance under investigation is a weakness related to the case study approach. It is difficult to establish the beginning and the end of the instance. Furthermore, the identification of participants and their respective interests is generally laborious. It can also be pointed out that the usual condition in case studies is that the researcher ignores

the real objectives of the policymaker; the policy that has been chosen is known but not the rule by which it was chosen.

In conclusion, Hofferbert (1974:93) says that despite the problems associated with the case study approach, numerous case studies have become standard references because of their insight and obvious relevance in understanding the policy development process.

## DATA COLLECTION

The collection of data was done in stages as shown below and the two major sources were: (1) documentary sources and (2) interviews.

### Documentary Data

A number of sources provided documentary data for this study. One of the major sources was the Department of Education Files--Central Files and the Board of Teacher Education and Certification Files, particularly its minutes. Access to these files was granted by the Deputy Minister and Associate Deputy Minister. The minutes of meetings of the Board of Teacher Education and Certification, Executive Committee, and the Field Experience Committee provided a considerable proportion of the information obtained. Supplementary materials such as position papers, reports, conference proceedings, and official correspondence were an additional and valuable source of information.

The Dean of Education's Office and the Vice-President's (Academic) Office at the University of Alberta and the Field Experience Office at the University of Calgary represented a second

source of documentary data. The Dean's Office at the University of Alberta and the Field Experience Office at the University of Calgary maintain files on the extended practicum. The Vice-President (Academic) at the University of Alberta, Dr. Horowitz, also maintains a file on the extended practicum.

A third source of documentary data was made available by the ATA. It consisted of all public documents, briefs to government, and policy and position papers dating back to 1967 which had been approved by the Provincial Executive.

A fourth source of documentary data was the ASTA. It consisted of Handbooks and briefs to the government.

A fifth source of documentary data was the newspapers. Both the Edmonton Journal and the Calgary Herald had reported stories related to the decisions made by different groups about the Extended Practicum at one point or another.

Interview Data

Most interview data were obtained during the months of June through August, 1978. This proved to be a very important supplementary source of information to the documentary data sources. Supplementary data were obtained where documentary data were non-existent. Where documents were available, interview data provided a means of cross-validation. They also made information obtained from documentary sources more meaningful.

The following phases associated with the interview approach were undertaken:

1. Identification of the interviewees. The interviewees were selected on the basis of their involvement in the development of the policy under investigation, their knowledge of the topic, the depth of involvement, their proximity to teacher education programs, and their willingness to be interviewed.

The interviewees were selected from the following organizations:

1. The Alberta School Trustees' Association.
2. The Alberta Teachers' Association--Provincial.
3. The Alberta Teachers' Association--Locals in Edmonton and Calgary.
4. The Department of Advanced Education and Manpower.
5. The Department of Education.
6. The Conference of Alberta School Superintendents.
7. The Faculties of Education at the Universities of Alberta, Calgary and Lethbridge.

In the initial step towards identification of interviewees, the data obtained from documentary sources such as the minutes of the Board of Teacher Education and Certification gave a fair indication of those who were involved. In addition, a form of "reputational technique" was used in the identification process.

Hunter (1953) used the reputational technique in his study of Atlanta, Georgia. The technique, as Hunter applied it, encompasses four steps. First, persons at the center of community activities were asked to provide lists of persons of prominence in the institutional sectors of the community and persons of wealth and social prominence.

The second step was to ask a panel of knowledgeable persons to select from the list compiled in the first step those persons who, in their opinion, were most influential. A final list was compiled, consisting of those persons whom the panel of judges, acting independently, agreed were the most prominent leaders on the list.

The third step was to conduct in-depth interviews with these prominent persons.

The final step was to organize and interpret the data collected to provide a description of the power structure in the community.

Other people who have used the technique are Kimbrough (1964), Rosenthal (1969), and Presthus (1964).

For this study, the first step was to ask people who are at the centre of educational activities in Alberta the following question:

Which persons were involved in the development of the current policy regarding the extended practicum in Alberta teacher education?

The second step was to ask those who had been nominated the same question to determine: (a) whether they nominated the same people, and (b) whether they added new names to the list. A final list was compiled.

The third step was to interview every individual nominated as having been involved in a significant way in the policy development process.

2. Construction and conduct of the interviews. A semi-structured interview helps to explore broad problems or research questions, such as the causes and processes leading to an event or to explore new questions that arise in the course of discussion.

It also helps in obtaining opinions which would not be possible to get using a questionnaire, especially when dealing with sensitive topics. For such purposes, little would be gained by asking each respondent for the same information because each respondent may have a very different contribution to make, depending on his position with respect to the problem under study. This meant that each interviewee was given special non-standardized treatment: that is, the approach to interviewing was such as to:

1. stress the interviewee's definition of the situation;

2. encourage the interviewee to structure the account of the situation;

3. let the interviewee introduce to a considerable extent his notions of what he regarded as relevant key decision instead of depending upon the interviewer's notions of relevance.

This does not mean that no prior preparation was done. Appendix B, Section A shows that questions were prepared before the interview. Questions were sent to the interviewees at least two weeks before the interviews took place. The questions, therefore, were used both to elicit answers and further questions. Thus, questions and observations arose spontaneously during the interview. Respondents were allowed considerable latitude to digress. It was felt that such digression might enable events of which the investigator had not been aware to surface.

3. Second series of interviews. In order to clarify ambiguities arising when there were differences in the information provided in the first interview series, a second interview series was arranged with interviewees whose information was different from the rest.

Stage III was devoted to the review and analysis of data collected in stages I and II above.

4. Processing and interpreting data. Each interview was taped and therefore there was no need to take notes during the interview. A typewritten transcript was prepared for each interview in summary form. The transcription of all twenty-nine taped interviews was done during the months of August and September, 1978.

Some interpretation of data took place during each interview, based on the interviewer's response to what was observed and heard. Further interpretation occurred in retrospect. Transcripts were read over and over. Responses that seemed to be relevant to the problem under investigation were singled out for cross-validation with data obtained from documentary sources.

## SUMMARY

The approach to the study has been described in this chapter. A case study procedure has been used, and the advantages and disadvantages of such a procedure have been discussed. Two data collection methods were used--documentary and interview methods. The interview method was further delineated into four related areas:

1. Identification of the interviewees.
2. Construction and conduct of interviews.
3. Second series of interviews.
4. Processing and interpreting data.

Strategies to deal with each of these stages of the study were outlined and explained.

# CHAPTER IV

# THE HISTORICAL CONTEXT

## THE HISTORY OF TEACHER EDUCATION IN ALBERTA

The discussion in this chapter is organized into five main areas: the normal school program, the university program, unification of the normal and university programs, internship and need for the extended practicum.

## THE NORMAL SCHOOL PROGRAM

Even prior to 1906 when the infant province of Alberta started its own Normal School at Calgary, teacher education programs had been provided in what was then known as the North West Territories.

### The Program

In December 1906, Mr. G.J. Bryan, Principal of the Calgary Normal School, said that the present program was adopted from the North West Territories.

The length of the program initially was four months. This period was split into two phases of two months each. The first phase was devoted to theory and the second phase was devoted to practice teaching. (Province of Alberta, Department of Education Annual Report, 1906:38).

Theory. The first and second months (January and February) of the first phase were devoted to the discussion of: the philosophy

of education, psychology, teaching and class management, school law, general methods and special methods.

The purpose of these courses was, as Bryan (1906:37) describes it:

> . . . to endeavour to create a certain attitude towards method and subject-matter--the critical attitude which does not accept as Gospel the dicta of educational writers or rest content with common practice, but which puts all things to the test and desires to hold fast that which is good.

Practice teaching. The third and fourth months of the session (March and April) were devoted to observation work and practice in teaching. The normal school reports in 1906-1918 (Department of Education Annual Reports) indicate that students were given the opportunity of observing the work of experienced teachers in the Calgary schools.

Students were also asked to prepare lesson plans. The lesson plans clearly showed the aims of the lesson and indicated the nature of the subject-matter they intended to use, the method that they would adopt and the apparatus which they would make use of.

Practice lessons were then taught in the classroom in the presence of other members of the group who were instructed to note carefully the strengths and weaknesses of the lesson. After the lesson, the students met to discuss the lesson which had been taught. The student who taught the lesson received a written criticism from a group-leader, who was a staff member of the Normal School.

Before receiving the certificate, the student's work had to be examined carefully by inspectors who made detailed reports

to the Department of Education.

If the student satisfied the Normal School Staff in both theory and practice, he was then given a certificate to teach.

Prior to the first World War, in 1912, and just after the War, in 1919, Normal Schools were established in Camrose and Edmonton, respectively (Phillips, 1957:580). The programs offered in the Normal Schools in Camrose and Edmonton initially were four months in length as described above.

In 1919, however, the Normal School session was lengthened to eight months.

The programs consisted of: history of education, class management and school organization, rural sociology, nature study and agriculture, hygiene, geography, primary methods, household science, sewing, English literature, composition and grammar, art, manual training, psychology, mathematics, history and civics, and practice teaching.

Two features of the eight months program need a special note--the length of the program and additional subjects.

In 1906, the Principal of the Calgary Normal School, Mr. G.J. Bryan, had indicated a desire to lengthen the program when he said:

> . . . Permit me also to point out the advisability of making provision, in the near future, for a more extended course in training. The present length of term was adopted thirteen years ago when the educational system of the Territories was in its infancy and the conditions vastly different from the conditions that exist at the present time. (Province of Alberta, Department of Education Annual Report, 1906:39)

In 1919, Mr. E.W. Coffin, the then principal of the Calgary

Normal School, in reference to the eight months program said:

> . . . One of the advantages, for example, is that the subjects need not all be taken concurrently as before, and greater concentration on the few subjects each semester is allowed. Further, the shortcomings in the work of the first semester, as revealed in the class tests, can be dealt with to some extent when the students return after the Christmas holidays. (Province of Alberta, Department of Education Annual Report, 1919:38)

The reason for offering additional subjects which were not offered until 1919 was twofold. First, students had manifested weakness in their academic work, particularly, in composition, spelling, grammar, history and mathematics. Second, the other subjects--nature study and agriculture, hygiene, geography, sewing, manual training, art, etc.--were very important in the schools of the Province.

Practice teaching in the Normal Schools in 1919, as in 1906, consisted of: demonstration lessons (and discussions), observation in practice schools, and practice teaching--one-half of each day during a seven week period.

## THE UNIVERSITY PROGRAM

Beginning in 1927, the University of Alberta through its School of Education had a teacher training program for training secondary school teachers "that authorized them to teach in any or all of Grades VII, VIII, IX, X, XI, and XII." (The Training and Certification of Teachers in Alberta, 1939:8)

Like the Normal School program, which by then was eight months in duration, the University program was a full academic year of professional preparation.

Two important characteristics of this program were: emphasis on theory and emphasis on practice teaching.

Theory

The University program in 1927 consisted of: history and philosophy of education, educational psychology, school administration and teaching methods.

Chalmers (1957:427) considers this program to have emphasized theory. He states:

> . . . Perhaps the most important characteristic of the School of Education programme, however, was its emphasis on theory. This was in sharp contrast to normal schools and teachers' colleges all over the continent, which were bitterly assailed on the basis of their alleged emphasis on the immediate, the practical, the tricks of the trade, the vilified "methods" courses. This emphasis on general principles was intentional. The Director of the School (M.E. LaZerte) stated that he was not interested in training high school teachers for next year, but in preparing the professors of education, superintendents, directors, principals for large schools, and other educational leaders in the future.

This was the basis of emphasis on theory.

Practice Teaching

Both Chalmers (1967) and Phillips (1957) agree that the University practicum program had an emphasis on observation and practice teaching in classrooms in a number of intermediate (junior high school) rooms operated by the separate school system and in three or four public high schools in Edmonton. For six weeks in the former and eighteen weeks in the latter, the education students spent all of two days a week in observation and practice teaching. By the end of the scholastic year each student-teacher has taught forty, fifty, even sixty or more criticized or evaluated lessons.

## THE UNIFICATION OF THE NORMAL SCHOOL AND UNIVERSITY PROGRAMS

According to the Annual Report of the Department of Education (1943), the University of Alberta initially proposed the idea of unifying and integrating teacher training under the Faculty of Education.

In response to the idea, a meeting of representatives of the Department of Education, the Faculty of Education of the University of Alberta, the Normal Schools and the Alberta Teachers' Association was held in the Committee Room of the Legislative Chambers on November 18, 1943. The purpose of the meeting was to consider plans for effecting the unification of teacher training in Alberta.

Mr. J. Fowler, Supervisor of Schools, acted as Chairman.

The main reason given for the move to unify the two programs was "to raise the professional level of teacher education". (Mann, 1961:28)

After some general comment and discussion, in which approval was expressed for the idea of unifying teacher training, the members recommended the following:

> . . . That an Advisory Board be created to deal with all problems relating to the teacher training staff, admission to teacher training courses, the teacher training programme, and the certification of teachers.
>
> That the proposed Advisory Board be created by Order in Council. (Department of Education Annual Report, 1943:38-39)

When the Board of Teacher Education and Certification was finally established in October 1944, the unification of teacher training was one of the first problems they had to deal with.

In the October meeting the BTEC recommended that an agreement be executed between the Minister of Education, R.E. Ansley, and the Board of Governors of the University of Alberta.

Early in 1945 the agreement between the Department of Education and the University of Alberta was reached. As a result of this agreement, the government ceased to operate normal schools and transferred the program to the University of Alberta in 1945.

Program

At this point in time, a new plan of certification was introduced, calling for two years of study for teacher preparation. Admission requirements included a High School Diploma with a specified number of Grade Twelve examination subjects, four, and later five, rather than the six needed for general matriculation.

Theory. In 1945, the program still consisted of: history and philosophy of education, educational psychology, school administration and teaching methods.

Practice teaching. It seems the practice which consisted of six weeks of student teaching in 1927, as has already been discussed, did not change in 1945.

## INTERNSHIP

Chalmers (1967) indicates that during the summer of 1949, Ivan Casey, the Minister of Education, introduced an internship program. The term "internship" as used in this section refers chiefly to a period of paid employment occurring during May and June, in which university students undertook a period of practice.

The idea was that a school board might bring students, who were on a school board bursary, to the schools in April, May and June. This was in order to better prepare them for full-time duties in that school system. From 1949 to 1960, the post-certification internship was incorporated in every school jurisdiction and was locally operated. The Department of Education had no role nor had the University. It was noncredit but boards did pay the interns.

According to Hawley (1972), the Department of Education, in 1960, began to compensate boards at the rate of five dollars per day per intern, which is the current rate.

One innovation occurred in 1971, when on a one-year experimental basis, permission was given to the University of Lethbridge to operate internships at any time during the year and pay five dollars a day per intern.

## THE NEED FOR AN EXTENDED PRACTICUM

A number of studies have been undertaken in the United States, in Canada, and in Alberta, on the issue of the extended practicum in teacher education.

In the United States, Meyers and Walsh (1964:4), in discussing the role of professional laboratory experiences in the secondary school, indicated that the traditional student-teaching, involving short on-campus or off-campus classroom teaching as a professional capstone, is inadequate. They spoke in favor of internship programs providing for multi-quarter or semester classroom experience in community-centred schools.

In Canada, Ready (1974:3), reporting on public conferences on teacher education in Saskatchewan, pointed out that many participants in these conferences agreed that the greatest potential benefit resulting from an extended period of teacher training would be that it would enable the teacher in training to spend more time in the classroom.

In reference to the importance of experience, Howe II (1973:53) said, "Every evidence is that much, even most, of what makes the able teacher . . . effective he learns on the job by doing it."

All this talk about the importance of experience and the extension of practice-teaching stems from the belief that this, as Myers and Walsh (1964:4) said, would develop "professional competence in the teaching field." Howe II (1973:54) developed this contention further when he said:

> The teaching skills are based on the ability to size up individuals, to judge their responses, and to make your responses reflect theirs, to diagnose each one's special needs and problems, to present ideas and activities in ways that will motivate interest in learning, to coordinate varied materials into their most impact, to sense the nuances of individual and group attitudes and feelings, and to balance all these variables in a kaleidoscopic drama featuring players with different rates of learning, different backgrounds, and totally different feelings.

The message one gets from the above quotation is that the many variables which make teaching skills complex, make it necessary to extend periods for the practicum.

However, it should be pointed out that not all academicians are in favor of the extension of time. Lindsey (1973:184) described the wholesale modification of student-teaching programs from campus schools to "representative" public schools, from one or two hours per

day to full-time, and from four or six weeks to twelve or eighteen weeks, as a bandwagon. He pointed out that the extension of time for student-teaching affects the organization of teacher education programs resulting in dropping from programs some important components--making room for the increased amount of student-teaching; furthermore, students may be scattered widely and get little or no supervision from their college, and classroom teachers may not be prepared for working with students. Consequently, he continued, the quality of student-teaching programs is drastically reduced in the name of recommendations intended to raise it.

In Alberta, four relevant studies have been done--Hawley (1972), Rieger (1974), Buckmaster (1976), and the Undergraduate Studies Revision Committee (1977) at the University of Alberta.

Hawley (1972:33) found that those interviewed held the view that a practicum of one school semester was necessary to accommodate a well-structured and meaningful field experience and to provide an opportunity for the achievement of those objectives for the practicum which would be set by the faculties of education in cooperation with school boards and the professional association. This finding is supported by Howe II (1973:54) when he said teaching skills were complex and therefore need more time to be learned.

Rieger (1974:1) in his study, Teachers' Evaluation of Their Preparation for Teaching, found that about half the participants rated student-teaching as most valuable, but said that it was not given enough time. In other words, the teachers felt there was need to extend the time devoted to the practicum.

The Undergraduate Studies Revision Committee (1977:8) found that the field experience component of the B.Ed. program required special consideration because it was the main point of contact between the university and the field. This finding resulted in the following recommendation by the committee; that the faculty of education "Require that all K-12 teacher preparation programs include a minimum of thirteen weeks of field experiences distributed over more than one year of a student's program."

As in the University of Alberta's report on the B.Ed. program, Buckmaster's (1976:35) study at the University of Calgary found that the practicum was considered to be one of the most important components in any program leading to teacher certification, and therefore recommended the extension of time. However, the Task Force's concern was more on the rigidity of the organization of the practicum than on the extension of the time line. They, therefore, recommended much flexibility in the organization of the practicum.

In concluding this section, one can say that two things seem to come out clearly: (1) that a trend had been established to extend the period for practicum in teacher education, and (2) that the issue regarding the extension of time for the teaching practicum in Alberta was not an isolated case.

## SUMMARY

In this chapter, the historical development of teacher education in Alberta has been presented. The main features of the presentation were: the normal school program, the university

program, the unification of the normal school and the university programs, internship and the need for the extended practicum.

# CHAPTER V

## CHRONOLOGY OF EVENTS

In this chapter a chronological overview is presented of how the policy regarding the extended practicum in Alberta teacher education evolved. The key decisions or events which occurred from the mid 1960's up to 1977 are discussed in answer to the research problems. The main events that are dealt with are those related to issues that were contributory to the extended practicum question, such as the minimum requirements for the Bachelor of Education degree, internship, funding, release time, selection and preparation of cooperating teachers, control, and supervision and evaluation of student teachers.

The overview is partitioned into seven major issues, the resolution of which led step-by-step to the extended practicum policy in Alberta teacher education. These issues were dealt with in the Board of Teacher Education and Certification. The Board's structure and responsibilities are discussed in the following section.

## THE BOARD OF TEACHER EDUCATION AND CERTIFICATION

The discussions which led to the formation of the extended practicum policy took place mainly in the Board of Teacher Education and Certification.

The Thirty-Ninth Annual Report of the Department of Education of the Province of Alberta (1949:19-22) indicates that the Board of

Teacher Education and Certification was created by the Minister of Education, R.E. Ansley on October 31, 1944.

The Board's legal power is only advisory to the Minister of Education and to all institutions concerned with teacher education, such as the universities and other institutions of the Province, in all matters pertaining to teacher education and certification. In this respect, the Board reports to the Minister of Education.

The Board Composition

The composition of the Board includes a Chairman and twenty-four other members, representing the three universities--University of Alberta, University of Calgary and University of Lethbridge--the Alberta School Trustees' Association, the Alberta Teachers' Association, the Conference of Alberta School Superintendents, the Department of Advanced Education and Manpower; and the Department of Education.

At its inception, the Board's representation was not as comprehensive as it is today. The Board's membership then was: five representatives from the Department of Education; five, including the Supervisory Head of the Teacher-Training Department in the University of Alberta at Calgary, representing the University; and three from the Alberta Teachers' Association, totalling thirteen members.

The present representation of each of these groups is as follows: three members from each of the universities, four members from the Department of Education, one member from the Conference of Alberta School Superintendents, four members from the Alberta

School Trustees' Association, four members from the Alberta Teachers' Association and two members from the Department of Advanced Education and Manpower.

The Chairman of the Board is appointed by the Minister of Education and holds the rank of Associate Deputy Minister in the Department of Education. The present incumbent of this position is Dr. J. Hrabi who has held the position since August of 1971. Earlier appointees were R.E. Rees (1970) and E.K. Hawkesworth (1971).

The Duties of the Board

On October 30, 1944 (Annual Report, 1944:20), it was recommended that the Board should have the power to prepare for recommendation to the Minister of Education a program for the training of teachers in the Province of Alberta; to outline the general principles which shall govern such a program; to specify the end results required from such a program; to recommend to the Minister of Education the types of certification of Alberta teachers; and to recommend to the Minister the requirements for each and every class or type of Alberta teacher's certificate.

The creation of this Board provided a forum in which the concerned groups could discuss issues related to teacher education in the Province, such as those already outlined above. In the following section, one of the issues, the minimum requirements for certification, is discussed in detail.

## THE MINIMUM REQUIREMENTS FOR CERTIFICATION

The deliberations leading to the establishment of the policy

on the extended practicum in Alberta teacher education originated in the Board of Teacher Education and Certification in 1966.

Before 1966, the minimum requirement for the preparation of teachers was two years. On November 14, 1966 the Board supported a motion by Mr. A.M. Arbeau, the Alberta Teachers' Association representative, on a policy of increasing the minimum requirement for certification from two to three years and instructed the Executive Committee of the Board to make representations to the Minister on the matter.

This motion by the ATA representative seems to have been based on the resolution adopted in the ATA Annual Representative Assembly in 1958 (ATA Handbook, 1958:177). The resolution advocated "a minimum of four years professional education for permanent certification with teacher education". Also, the motion might have been based on a study the ATA did in 1962. As reported in the Research Monograph #3 (January, 1962:8), teachers advocated increasing the minimum requirement for teacher preparation from two to three years for the primary, and from two to four years for the secondary level. The ATA Handbook, 1977 (p. 161) indicates that since 1967, the ATA has had a policy statement on teacher education and certification which demands four years of university study beyond recognized university entrance for teacher preparation.

In a telephone interview, Mr. R. Stuart, a staff member in the ATA Professional Development area, said that the motion in 1966 for three years minimum requirement was only a starting point in raising the issue with the government; the aim was four years.

This statement is substantiated by the fact that just a year after the three year minimum requirement was implemented, again the ATA representative on the Board, Dr. Keeler made a motion suggesting that the Minister be urged to adopt a minimum program of four years of teacher preparation.

Other factors also came to bear in this move to extend the minimum period for certification. For example, there was the general conviction of the Board members that the supply of teachers was positively affected by improved standards of teacher preparation. In addition, the Board pointed out that students were already choosing to stay in the Bachelor of Education programs for three and four years, thereby pushing the Board and the government in that direction. (BTEC Minutes, November 14, 1966).

The Hon. R.H. McKinnon, the Minister of Education, in a memorandum dated December 14, 1966, reacted in a qualified, but basically favorable way. He indicated that the implementation of the recommendation would be possible in 1968, although only for teachers of senior high school. However, on October 30, 1967, a memorandum from the Minister, dated October 15, 1967, was read to the Board members. It stated that the Executive Council was not prepared to move to a minimum three-year program in the fact of the continuing teacher shortage.

Dr. Church, Director of Pupil Personnel Services in the Department of Education, presented a Department of Education report on the teacher shortage. As far as could be seen, the picture was no better and no worse than the previous year. Moreover, it was pointed out that enrollments in the third and fourth years of the

undergraduate programs had increased to 2044, compared to 1710 the previous year. This demonstrated that the students were taking the professional point of view and making the choice to continue to the fourth year. The proponents of a three-year minimum requirement argued that there always had been and always would be a teacher shortage and therefore they could not accept the government's reason for not implementing the recommendation. The Board Executive Committee was asked to revise the recommendations and to resubmit them to the Minister asking that three years be required for interim certification for students entering the Faculties of Education in 1968.

In a letter to the researcher (October 10, 1978:1) from the Minister of Education, the Honorable Mr. J. Koziak, which reflected back on these years, the decision to implement the three and/or four-year minimum requirement for initial teacher certification was arrived at following a careful analysis of a number of factors, including information that the short-term supply of teachers for the Province would not be jeopardized, and that for teachers entering teaching force extended practical classroom experience would be a major improvement. In other words, the revision, by the Executive Committee, of the first recommendation, had included two features not presented in the first one. The features were: that teacher supply would not be affected; and that three or four years would make it possible to extend periods of practical experiences.

With this assurance from the Board, the Minister of Education approved and implemented a three-year minimum requirement for initial certification in 1968..

But, as has already been stated, in accordance with the ATA policy, Dr. Keeler, representing the ATA on the Board on November 17, 1969 (BTEC Minutes, Nov. 17, 1969) proposed a motion suggesting that the Minister be urged to adopt a minimum program of four years of teacher education. This motion was not favorably received by Board members. Dr. Girard, for instance, pointed out that the timing of the proposal might affect the earlier proposals. The Board had forwarded proposals regarding an extended period of field experience and was still awaiting the government decision. The motion was referred to the next meeting of the Board.

Related to the Keeler motion tabled until the next meeting was a brief consideration of the possible effect such a move would have on the availability of teachers. This concern was evident within the government (Department of Education) and the Trustees Association circles. In their view, there seemed to be a relationship between the duration of a program and teacher shortage. But as pointed out earlier, on the discussion about the three-year minimum requirement, the Teachers' Association and the universities did not see the relationship. Dr. Coutts, the Dean of the Faculty of Education at the University of Alberta, mentioned again that in any case the students themselves were choosing to complete four years of teacher education.

The advocates of four years of teacher preparation emphasized three main reasons:

1. It takes this long to acquire background knowledge in a subject area.

2. It takes this long to become mature enough, and

3. A teacher needs actual classroom experience.

The same reasons stood out in a survey done by the Alberta Teachers' Association in October, 1972. The survey was a teachers' evaluation of their preparation for teaching. When asked their opinion of the minimum number of years required for the preparation of teachers, 49 percent said four years; 27 percent said three years; 8 percent said five years; 5 percent said two years, and 1 percent said that one year was enough.

On March 11, 1970, the Board of Teacher Education and Certification approved a brief supporting four years of preparation for teachers. The brief emphasized two main points:

1. That four years of preparation for teachers (including a degree) was desirable, and

2. That the four-year requirement could be introduced without prejudicing the teacher supply.

There was no disagreement on the second point and in this respect at least, the proposal was deemed to be politically feasible. However, there was considerable debate on the first point, which involved the following questions:

1. Do increased academic qualifications mean better teachers? Is there research on the subject?

2. What will be the effect on the overall budget for teachers' salaries?

3. Can the task of equipping teachers for the schools of today and tomorrow be accomplished in less than four years?

4. Is the "holding power" better if teachers have more education (greater commitment to education)?

(Board Minutes, March 11, 1970)

After a lengthy discussion which examined and reexamined the reasons, which have already been identified, in support of four years of teacher preparation, the Board agreed to recommend to the Minister of Education that, for the candidates enrolling in teacher education, four years of teacher preparation including a degree, be a requirement for first certification.

The Chairman of the Board, R.E. Rees, the Associate Deputy Minister, reported on November 18, 1970 that the brief was presented to the Minister, the Hon. R. Clark, on November 16 and that it had been favorably received. However, he warned the members against raising their hopes because there were no promises given so far. (Board Minutes, November 18, 1970) For a little more than a year there was no discussion on the issue.

On December 16, 1971, discussion was initiated on these matters by the Honorable L. Hyndman, Minister of Education who, having been made aware of the advantages of the increased institutional training, sought some indication of the disadvantages of moving to four years. Two possible disadvantages which were mentioned by the Board members were:

1. the increased cost of the initial training program, and
2. the one-year deferment of the time at which the student might enter the labor market.

To some extent the cost factor was offset by the consideration that the teacher must complete four years, in any event, to get a permanent certificate. Other considerations were as reported earlier:

1. generally the students were electing to return to the fourth year, and

2. four-year trainees had a greater likelihood of employment when school boards were selecting teachers.

It seems the Minister was satisfied with the answer since he did not press further his question on the disadvantages. However, he also asked the Board members what the fourth year might contain; in answer to this question the following comments were made by the Board members:

1. That, except theoretically, the content of the fourth year B.Ed. degree would not be known because at the present time it was necessary to complete all the essential requirements by the end of the third year. Under a four-year program, quite possibly some of the education courses would be delayed to the final year.

2. That extending the program would allow for an increased period of practice which was favored by both the Alberta Teachers' Association and the Alberta School Trustees' Association.

3. That the fourth year would provide an opportunity for extending the teachers' academic knowledge.

In addition to the three points above, in response to the MInister's question, Mr. H. Gunderson, the ASTA representative, and Mr. T.F. Rieger, the ATA representative, noted that generally across Canada, high school teachers have been required to have four years of preparation; that is, an academic degree and a year of professional preparation. On the other hand, elementary teachers have qualified

for certification at very different levels.

However, in the Province of Alberta, for many years it has been maintained that "a teacher is a teacher", that elementary and high school teachers should have comparable preparation in terms of years spent in university studies. Thus all teachers in Alberta are peers--there are to be no second and third class members of the teaching profession.

In terms of degrees in general, it was pointed out that most universities were moving to four-year Arts and Science degrees simply because there is too much subject matter to be encompassed in a three-year program. It was also stated that the additional year would increase the opportunity for instituting other kinds of programs.

At this point, Mr. Rieger, the Alberta Teachers' Association representative, proposed a motion that for candidates enrolling in teacher education programs in Alberta, beginning September 1972, four years of teacher preparation, including a degree, be a requirement for first certification. The motion was unanimously carried. (Board Minutes, December 16, 1971)

On January 12, 1972, the Chairman of the Executive Comitttee of the Board, Dr. Hrabi, reported to the Executive Committee members that the Minister had indicated the desire to move to a four-year minimum program for certification, provided that the Board, on the advice of the three faculties of education, would consider how a four-year program could be developed to include an extended period of practice teaching equivalent to one semester. (Board Executive Minutes, January 12, 1972)

The details of how the extended practicum issue came to the forefront are discussed in the following section--The Field Experience Question.

## THE FIELD EXPERIENCE QUESTION

Field experiences, as the term is used here, is construed as that component of a university program in education which provides for student opportunities for professional experiences of a laboratory or school variety. Such experiences are accomplished through field experience programs controlled by the faculty but which usually involve personnel and facilities from participating school districts. They include such activities as: student teaching, observation, micro teaching, and laboratory experience.

In broad terms, field experiences include also "internship". In Alberta, internship implies a post-institutional paid experience which a prospective teacher undertakes under the auspices of a school system. It is usually for a duration of at least one school semester and is relatively full-time in the schools. The faculties of education are cooperatively involved in professional development seminars associated with such an internship, but control and responsibility for this experience rests with others such as school boards, the teaching profession and the Department of Education.

The details of the development and implementation of the internship have been discussed in Chapter IV. This section deals with the deliberations about field experiences as they relate to the establishment of the extended practicum.

The Field Experience Question is Re-opened

As with the discussion on minimum requirements for teacher preparation, the discussion about field experiences started in the Board on January 9, 1967. (Board MInutes, January 9, 1967)

There are no records to indicate who brought the question for discussion. However, among those interviewed, Dr. Bride and Dr. Keeler of the ATA who were involved in these early discussions recall that the field experience question was brought up by the ATA representatives.

There were three sets of reasons why the question of field experiences in the teacher education programs leading to initial certification was re-examined. These reasons were: dissatisfaction with the existing program, the importance of the field experience component in teacher education programs, and the need to extend field experiences.

Dissatisfaction with the existing program. The main reason why the question came up seems to have been the general dissatisfaction with the existing program, particularly among the teachers.

In a study in 1967, published in 1968 by the ATA, some of the major findings reported related to teachers' dissatisfaction were as follows:

1. Inexperienced teachers have higher levels of aspiration and, therefore, more dissatisfaction with existing programs than do experienced teachers, but both groups are dissatisfied by the same types of problems.

2. The increased levels of aspirations which teachers now hold are producing increasing dissatisfaction on the part of teachers when they compare themselved with other professionals, when they consider the status in which teaching is held in the community, and when they think of the opportunities which teaching affords for development of one's abilities.

(Research Monograph #13, 1968:1)

Dr. Bridé recalls this study as the stimulant to the re-examination of the whole question of field experience.

Following this study, the very year, 1967, the ATA adopted a resolution concerning the inadequacy of field experiences. (ATA Handbook, 1977:174)

The importance of the field experience component. In support of the inclusion of field experiences in the education program, Dr. E.K. Hawkesworth, Deputy Minister of Education, in a paper (Practicum in Teacher Education, April 14, 1972:12) presented to the ATA Conference on Cooperation in Teacher Education came up with the following:

> (a) Field experiences should help the student reach valid decisions relative to his continuance in the teacher education program, or to his choice of programs or options, and to his ultimate place within a teaching position.
>
> (b) The practicum component should help the student develop his basic teaching and communicating skills and develop his skills in the area of interpersonal relationships.
>
> (c) The practicum component gives the student a chance to assess his professional preparation such that he might evaluate his degree of preparedness for a teaching role in a particular area of speciality and therefore might better arrange his university program so as to contain the required degree of specialist competency.
>
> (d) The practicum component should help the student appreciate the complexity of the learning process and thus make him ready for more study of the theoretical background of of teaching.
>
> (e) The inclusion of a practicum makes it more and more necessary to provide for the external screening of entrants into the profession, devices that may be used by both professional teachers and the universities who are charged with the responsibility for recommending personnel for certification.

In addition to the above arguments presented by Dr. Hawkesworth,

it was generally felt that the time devoted to practice teaching was too short. The reasoning behind it all is that if longer periods are devoted to field experiences or practica, the program would be of good quality and the teachers who go through the program would be of good quality too.

Some people, though not directly involved in 1967, seem to recollect that the time factor was one of the issues related to the extended practicum.

Dr. de Leeuw, Director of Field Experiences at the University of Calgary, 1974-1976, recollects that for some time there has been a strong feeling in the field that the practical side of teacher preparation has been too short in Alberta. Also, Dr. Proudfoot, the former President of the Alberta School Trustees' Association recollects that proponents for the extension of field experiences pointed out that six to eight weeks was too short a time for the practicum. He went further to state that the job of teaching is very sophisticated and involved great responsibility; before assuming such responsibilities, students needed more time and practice.

In 1972 in a report on teachers' evaluation of their preparation for teaching, the Alberta Teachers' Association recommended that more time be spent practice teaching and gaining classroom experience. The recommendation was based on the fact that when teachers were asked to state the most valuable part of their preparation for teaching in the light of what they have to do in the field, student teaching received 97 mentions or 53 percent of the total number of mentions. Teachers reported that practice teaching

provides valuable lessons such as understanding student behavior, understanding how best to behave yourself, and how to maintain discipline. (Teachers Evaluation of their Preparation, October, 1972: 3-5)

The implication for this finding and the rationale in general seems to be that the important aspects of everyday practice cannot be mastered in only six weeks of daily afternoons of student teaching, and therefore the extension of field experiences is necessary.

Extension of field experiences. Four reasons were advanced for the extension of field experiences, in 1972: emphasis upon theory; reduction of dropouts; lack of continuity; and professional status.

Dr. R. Jackson was not directly involved in the development of the policy regarding the extended practicum. By virtue of his position as the Assistant Dean (Practicum) at the University of Alberta, however, he became aware of the issues that surround the practicum and points out that there was a strong feeling that since the minimum requirements have been increased from three to four years, there needed to be a significant amount of experience in the classroom to provide some balance within the program in terms of how much theory the person gets, how much academic background he gets, and how much opportunity he gets to apply that theory and test it out in practical situations.

This feeling seems to be supported by the fact that, as already indicated under the discussion of the three and four years

minimum requirements earlier, the government demanded that an extended practicum equivalent to one semester be included in a four-year teacher preparation program.

The old program, it was argued, was not enough. It was neither long enough nor intensive enough to provide the prospective teacher with a real picture of what it is like to be a teacher. More time has been spent on lectures in the university theatres than on gaining experiences in actual classroom situations. This led to a lack of classroom experience on the part of beginning teachers.

As those interviewed recalled, the second reason for the extension of field experiences, was the reduction of drop-outs. The ASTA, in particular, pointed out that extended periods of field experiences would reduce drop-outs and the difficulties or problems that teachers tend to have in their first year.

This claim by the trustees that there was a large percentage of drop-outs of first year teachers, seems to have been supported by the study the ATA undertook in 1973. The difficulties, as presented in the report on opinions of principals on first year experience of teachers prepared in Alberta Universities, included poor discipline, weak organizational ability and planning, and difficulty in adjusting to or understanding the needs of students. Because of these problems, 74 percent of 35 first year teachers considered unsuccessful in 1972-73, left teaching during or at the end of the school year.

From the ASTA claim and from the findings reported in the study discussed above, it is possible to conclude that both the ASTA and the ATA hoped that extended periods of field experiences would

act as a self-screening device which would, in turn, lead to reduction of drop-outs.

The ASTA respondents said that the motive for their pushing for more time was fourfold: (1) to provide for rural experience, (2) to improve the quality of field experiences, (3) to use field experience as a recruiting mechanism, and (4) to use it as a mechanism for reducing drop-outs.

The motive behind rural experience presupposes rural practicum placements. The belief is that if students are in your school, then you have got them half-way to signing your contract. You get varying opinions about the student teachers from your teachers and principals. So the trustees, particularly the rural trustees and superintendents, were constantly pushing, not only for more time, but for rural experiences as well.

Lack of continuity. Mr. L. Booi, a member of the Edmonton Public ATA Local who was at the time involved as a cooperating teacher and later became a practicum associate at the University of Alberta, recalls that the lack of continuity in the old program was the major reason for teachers' demand for more time for field experiences. He says that if a teacher in a junior high school saw Grade 7 three times in the morning and two times in the afternoon in a week, and a student teacher was with him for those afternoons, there was no way that the teacher would continue the work that he started in the morning. It was this lack of continuity that provoked classroom teachers' demand for more time for student teaching and for a basic reorganization of the practicum experience.

The fourth reason given for the extension of field experiences was professional status for teachers. This reason was raised by the Deputy Minister, E.K. Hawkesworth in his presentation to the ATA Conference on April 14, 1972. He stated that extension of the practicum component in teacher education raises the establishment of a professional status of teachers. He added that this could be accomplished only if the requirements for certification included four years of teacher education including the practicum component. This could be particularly true, he added, if in fact some of the external internship were to become a requirement for certification of a teacher in the Province of Alberta. (The Practicum in Teacher Education, April 14, 1972:13-14) But, as discussed under general dissatisfaction earlier, professional status was one of the reasons why the field experience question reopened in 1967.

Field Experience Committee

On January 9, 1967 the Executive Committee recommended that a field experience committee be set up. The Alberta Teachers' Association, the Alberta School Trustees' Association, the University of Alberta, the University of Calgary and the Department of Education were to be represented. The Chairman and at least one other member were to be members of the Board.

The terms of reference for the committee were as follows:

(a) To plan and review voluntary internship programs.

(b) To study and recommend with respect to internship and other field experiences.

(c) To study and make proposals for the reform of student teaching.

The Committee was set up sometime in June 1967. Mr. W.G. Schmidt, the Executive Director of the Alberta School Trustees' Association, at the time, became its chairman. As stated above, the other Committee members were representatives of the ATA, the U of A, the U of C and the Department of Education. There is no record indicating their names.

It seems, for unknown reasons, the F.E.C. did not meet until eight months later. On February 10, 1968, the Committee met and studied its terms of reference as set forth by the Executive Committee on January 9, 1967. The Field Experience Committee decided to delete (a) above from its terms of reference. The reason for deleting (a), as is shown in their recommendations item (d) was that internship should be compulsory rather than voluntary in nature. (F.E.C. Minutes, February 10, 1968)

On March 22, 1968, Mr. Schmidt told the Executive Committee meeting that the Field Experience Committee was preparing a model for classroom experience in pre-service teacher education programs. He further stated that the Committee felt all such experience should be an integral part of the program, and consequently, compulsory. The idea of a model seemed to gain support. No one, at this point, challenged the idea. Dr. Coutts, the only person who spoke on the subject, said that many experiments were under way; that a model for classroom experience could be useful to those experimenting with the programs; and that members of the Committee might serve as resource people.

On November 18, 1968, the Field Experience Committee

forwarded their recommendations regarding field experiences to the Executive Committee. Some of the recommendations are summarized as follows:

(a) Internship and other aspects of field experience are an integral part of the total teacher education program and such experiences should be arranged according to a developmental sequence.

(b) More time within a four-year teacher education program should be devoted to field experiences than is presently the case.

(c) The responsibility of an integral program of field experiences should be shared by the Universities, Alberta School Trustees' Association, the Alberta Teachers' Association and the Department of Education representatives.

(d) Internship programs which encompass the various aspects of field experiences should be compulsory rather than voluntary in nature.

(e) A teacher education model should be developed to indicate the nature and sequence of learnings and experiences during a four-year program.

(Board Executive Committee Minutes, March 22, 1968)

The discussion that followed the presentation of the above recommendations centered around recommendation (d). The problem was voluntary versus compulsory internship. A detailed discussion of internship is presented in the next section. The Field Experience Committee supported its stand on this issue by pointing out that although the voluntary approach was favored in theory, it was not effective; therefore it seemed essential to make the program compulsory if it was to be effective. The discussion ended with a number of motions on which the Field Experience Committee was to act. Among them, in summary form, are the following:

1. that the Board inform the Universities of its interest in extended programs of practice (internship) and express its

willingness to have its committee meet with the university committees to express its interest in internship;

2. that the Field Experience Committee continue to study proposals for internship assuming that such internship was to be a requirement for certification.

(Board Executive Committee Minutes, March 22, 1968)

The second motion came from Hrynyk and Rieger, representatives of the ATA.

The first motion was moved by Dr. Coutts, Dean of Education at the University of Alberta. Dr. Coutts also added that the Field Experience Committee should keep in contact with the three faculties of education and share their thoughts on internship with them.

Before going on to the discussion of internship, it is appropriate at this point to briefly provide the composition of the Executive Committee of the Board.

Executive Committee. The Committee is composed of nine members. The representation on the Committee is as follows: ASTA, two members; ATA, two members; the three universities, one member each; and the two Departments of Education, one member each. The Chairman of the Committee is Dr. Hrabi, Associate Deputy Minister.

It was to this Committee that the F.E.C. reported all matters and discussed the issues concerning internship as presented in the following section. The issues are discussed in the order they are presented in Figure 4 below.

## ISSUES

The term "issues" is here used to describe those problems which dominated the discussions, outside and inside the BTEC,

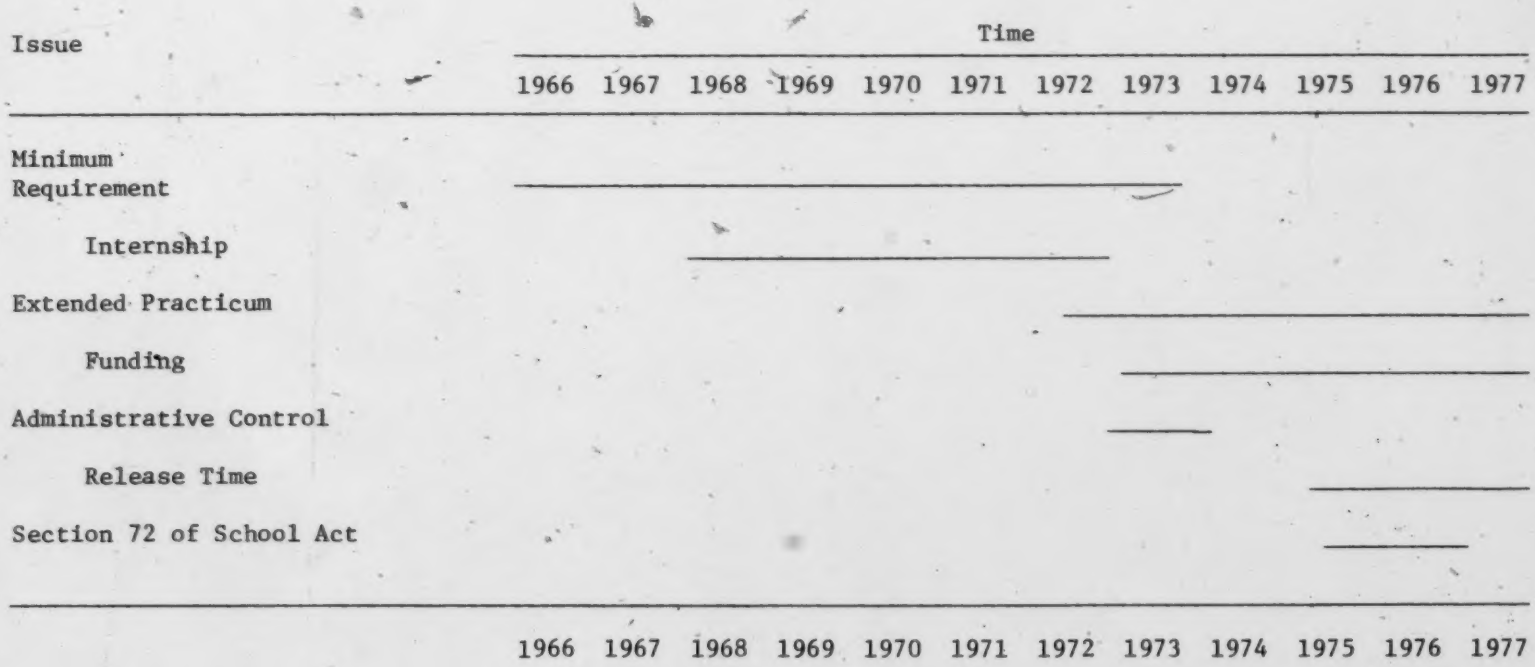


FIGURE 4. TIME SEQUENCE/MAJOR ISSUES MATRIX

leading to the development of the extended practicum policy.

In order to assist the reader in following the narrative, a time/issue matrix is provided below. However, it should be recognized that there is an overlap of events regarding these issues. Events did not happen in a neat, smooth and straight line.

The major issues are: the minimum requirement (which has already been considered), internship, the extended practicum, funding the extended practicum, administrative control, release time, and Section 72 of the School Act.

Internship

As has already been indicated elsewhere, the Field Experience Committee was set up to look into the question of internship. The term internship has been defined earlier in this chapter. This section is devoted to the examination of the discussions concerning internship as these related to the extended practicum.

As indicated in Figure 4, from November 1968, alongside the minimum requirement for teacher preparation, internship became a problem in the Board of Teacher Education and Certification. The reasons why it became a problem are the same as those already discussed under the general heading--Field Experiences.

The main reason why internship became an issue was whether it should continue to be a voluntary program as it had been over the years or whether it should be an integral part of the institutional preparation for teachers and be compulsory.

In view of the above problem, the Board set the terms of reference for the F.E.C. as follows:

(a) To plan and review voluntary internship programs;

(b) To study and recommend with respect to internship and other types of field experiences;

(c) To study and make proposals for the reform of student teaching.

(Board Minutes, November 18, 1968:4)

After the meeting of November 18, 1968, in which the Field Experience Committee was instructed to work closely with the faculties of education, the Committee held a number of meetings with representatives of the three faculties of education to discuss internship programs for beginning teachers.

On June 16, 1969, the Committee reported their progress on the internship to the Board of Teacher Education and Certification. They reported general agreement that a pre-service internship was desirable and that the responsibility should be shared by the bodies represented on the Board of Teacher Education and Certification. However, there was no agreement on the matter of making the program compulsory, or the content of the program.

The Committee also made proposals concerning the various ways in which the program might be implemented. One of these proposals was the idea of a junior teaching year where the internee has a reduced teaching load with opportunities to watch others teach; consult his senior colleagues; try out and explore various teaching devices. The F.E.C. in proposing "a junior teaching year" did not stipulate when it would take place in the student's program. It was considered the responsibility of each faculty of education to decide when the junior teaching year would take place.

This idea was considered to be an active proposal. The Committee also proposed that the internship be a full semester. (Board Minutes, June 16, 1969) However, at the Board meeting of October 22, 1969 a motion to delete "a full semester" and insert "an extended period" of internship was discussed. This amendment was made necessary when agreement as to how long the internship should be, could not be gained. The Board adopted the term "extended period" instead of a full semester. (Board Minutes, October 22, 1969)

The universities' representatives' opinion was that the term "a full semester" was not flexible enough to give individual faculties of education room to plan other things during that period. In other words, the universities saw this as a way of infringing upon the universities' autonomy.

In 1970, most of the Board's time was taken up by the question of minimum requirements of teacher preparation in the Province.

Up until June 16, 1971, the discussions on internship were superficial. But on this day after a motion by Mr. Rieger, the ATA representative, that the Board recommend that Alberta Universities include a period of internship as part of their Bachelor of Education degree program, the discussion became more heated than before. Also, crucial questions related to internship were raised.

In presenting the resolution Mr. Rieger made reference to a position paper prepared by the ATA, copies of which were distributed to the members of the Board.

The discussion which followed touched on items such as those summarized below:

1. the cost of the proposed program as compared to the present program;

2. the effect of the program on the context of the degree program;

3. the need for experimentation in the area of field experiences;

4. the need to involve the schools and teachers intimately in teacher education.

(Board Minutes, June 16, 1971)

These questions required some research before they were fully and correctly answered. It was, therefore, suggested that a study be undertaken of the relative cost of a four-year Bachelor of Education degree including internship.

On December 16, 1971, Dr. Coutts presented a paper to the Board on internship. The paper pointed out that in other professions internship was an undertaking of the profession itself and was not part of the institutional preparation. The paper outlined a plan whereby: first, the beginning teacher might be given a reduced work-load; secondly, he would be assigned to a master teacher for guidance and assistance during the first year of teaching; and thirdly, the internship would become part of the degree program.

The third possibility raised both the question of finance and reduction of the program to make room for internship.

Dr. Coutts was not against the extension of field experiences, but he did not think it correct to make the universities responsible for internship.

It seems at this point, the Board members were not clear about their definition of internship and the pursuant discussion

centred on this matter. Also, discussion centred on whether internship was regarded as a screening device or as an on-the-job preparation.

In ending the discussion, the Board went on record as favoring the principle of internship for teachers prior to initial certification. (Board Minutes, December 16, 1971)

The meeting of January 12, 1972 seems to have brought matters to a head. On January 12, 1972, the Board Chairman, Dr. Hrabi, announced to the Board that the Minister had taken two important steps towards the direction that the Board favored in response to the Board's recommendations of December 16, 1971. First, he approved a study by the Executive Committee of the Board of the desirability and feasibility of instituting a required internship. Second, regarding field experiences and a four-year Bachelor of Education, he recommended three positive steps as follows:

> 1. that the Board of Teacher Education and Certification consider the structure of a four-year degree in education that would include an extended practicum equivalent to one semester;
>
> 2. that the proposal growing out of (1) above be reviewed by a group or groups including third and fourth year education students; recent education graduates; the ATA personnel; the ASTA members; and the Department of Education officers;
>
> 3. that the Faculties of Education indicate how programs are modified to meet the expressed concerns.

(Board Minutes, January 12, 1972)

Before these steps were made known to Board members, there was an internal discussion on these matters within the Department of Education as correspondence between Mr. Hyndman, the Minister of Education, and Dr. Hawkesworth, the Deputy Minister of Education, indicates.

In a memo to Dr. Hawkesworth on January 6, 1972, in preparation for the January 12 Board meeting, the Minister said:

> Is there any reason why education students could not be required to take six months of full-time student teaching or apprenticeship or internship after the completion of one and one-half years of university education and before starting on years three and four?

The Minister amplified his question as follows:

> 1. This will give the prospective teacher a realistic insight into what the profession of teaching is all about.
>
> 2. Those who returned after a year and a half of academic education and six months of practica in classroom education would be better motivated, and could better take advantage of the last two years of training.
>
> 3. At the end of the six-month apprenticeship the teacher could also be evaluated by the local school board and the ATA, which evaluation would be considered in deciding as to whether he should be given credit for two years at university.

It is interesting to note that the Minister's proposal was not a reaction to the recommendations by the Board. This makes one wonder where the Minister got the idea for this proposal.

It is possible that the Minister might have gotten the idea from the ASTA who had, in 1968, a resolution which stated:

> Urge the requirement of a compulsory one-year period of internship as part of the degree and certification requirements for teachers. (ASTA Handbook, 1974:31)

However, there is no record which indicates that the ASTA furnished the Minister with this information.

It seems Dr. Hawkesworth ignored the Minister's proposal in his reply on January 7, 1972. His reply was:

> . . . At this meeting (January 12) it is our intention to indicate to the Executive that the Government had indicated general approval for moving to a four-year teacher preparation for initial certification, including a degree, but that the government is very anxious that the four-year program include

> a substantially increased opportunity for student participation in actual school situation. Final approval will be dependent on this expectation being met.

(Hawkesworth's Memo, January 7, 1972)

This then became the basis of the announcement the government made to the Board on January 12, 1972. The announcement by the Deputy Minister to the Board, as has already been discussed, was:

> 1. The government is prepared to move to a four-year program including a degree, provided there would be an extended practicum equivalent to one semester.
>
> 2. The Board should consider the structure of a four-year degree in education that would include an extended practicum equivalent to one semester.

Pursuant to the announcement by the Minister, the discussion focused on the following practical considerations:

1. The School Act no longer requires that schools be accessible to the universities for student teaching.

2. It may be necessary and advisable to seek practice schools and cooperating teachers outside the urban centres.

3. The payment of honoraria to cooperating teachers may need to be discontinued.

4. Increased field experience will place additional demands on Faculty of Education personnel.

5. Significant changes in programs require the approval of the General Faculties Council.

Dr. Hrabi said that these were general practical considerations. The Faculties of Education had concerns unique to them. Briefly these were:

(a) Flexibility;

(b) practicum supervision;

(c) reduction of content subjects;

(d) imbalance between content subjects and practicum in Vocational Education;

(e) respectability;

(f) control of student teaching.

In explaining these concerns, the representatives of the Faculties of Education said that (a) they were anxious to retain flexibility in their programs. Thus, they would prefer a way of organizing the extended practicum which would allow for different kinds of practice and for flexible scheduling rather than a block of one semester of student teaching. (b) They said that a carefully supervised practicum was much more beneficial than just practice. (c) They pointed out that the content subjects (Arts and Sciences, etc.) may need to be reduced to accommodate the extended practicum. (d) They were concerned that vocational education students would have 3/8 of their program in practical areas with only 5/8 left for other work. (e) Concern was expressed over any moves that might erode the "respectability" and strength of the education programs. Respectability, they maintained, had been gained through many years of striving, and the strength of the programs had attracted high calibre staff. (f) The university representatives were opposed to any suggestion that the Alberta Teachers' Association and the Alberta School Trustees' Association undertake the administration of student teaching, including recommending final grades.

With respect to the Minister's second point in his reaction to the December 16, Board's recommendations namely, that other interested parties be consulted concerning the proposed revisions to

the four-year programs, it was thought advisable to include in the presentations to the Board and the Minister, a statement of the extent to which such people were already involved in program planning.

In summary, it was agreed that the three faculties would prepare, for presentation to the Executive Committee on February 29, 1972, plans of possible four-year programs that would include a semester or equivalent of some form of practicum. Additional statements to be appended to those plans would be:

1. an estimate of the financial implications of increasing the practicum requirement in the program;

2. an indication of the present involvement of other interested parties in program planning;

3. a description of the manner in which the programs would be modified to meet expressed concerns.

Before the meeting was adjourned, a question arose about internship. The question was whether internship had been adequately disposed of, at least temporarily, by the action taken by the Minister which required an extended practicum, or whether other kinds of internship should also be considered.

The consensus of opinion expressed by members of the Executive Committee was that a study of other kinds of internship (post-degree but pre-certification) would be useful for contrast with or as an alternative to the practicum included in the degree program.

The Chairman, Dr. Hrabi, offered to have a study done by the Department of Education. This decision led to the study by

Mr. Gerry Hawley, Research Associate, in the Department of Education.

The Hawley Report

The Executive Committee meeting of March 7, 1972 discussed Hawley's report and the proposal for increasing the practica in the four-year program presented by the three universities.

The Hawley report defined "internship" and "extended practicum" and set forth six alternative plans for dealing with the professional experiences component of teacher education programs.

The definition of "internship" and "extended practicum" was as follows:

1. Internship means "an experience undertaken by a teacher candidate who has completed the institutional requirements for a teaching certificate".

2. "Extended practicum" refers to "those varied field experiences, including student teaching, which occur within the framework of the requirements for a degree in education or as part of a one-year program offered for holders of a degree other than in education".

The six alternative plans were grouped into two groups--A and B. Group A consisted of 4 plans and Group B consisted of 2 plans.

According to Hawley (1972:39), the basis for distinguishing Groups A and B was that Group A would include those structures which would have as a basis for the practicum, some types of paid internship or first year teacher program controlled by some means other than by faculties of education. Those models represented in Group B would include as an integral part of their structure, an extended practicum as part of the institutional requirements for certification as a teacher in the Province of Alberta. Group B plans would have the faculties of education maintain control of the practicum but would

require that any operational plans developed by them would include at least one semester (two and one-half course equivalent) for credit in a practicum which would be undertaken during the first or second semester of the fourth year of the program.

Hawley provided estimates of the costs which would be associated with implementing each plan. The Executive Committee discussed these costs at length, but no consensus was reached.

The Alberta School Trustees' Association attitude as paraphrased by Mr. Williams, the ASTA Executive Director, was:

1. That certification plus external internship should not require more than four years.

2. That the ASTA should be given the responsibility and financial capacity to coordinate an external internship program that would be accepted as part of the Bachelor of Education degree.

The attitude of the ASTA representative, particularly with respect to the second point, was in accordance with the ASTA policy. Since 1964, the ASTA has supported a policy which called for:

> . . . the continuation of an internship program for beginning teachers and that this field experience component of teacher education be provided and administered by school boards, guided and assisted by the ASTA and supervised by the Universities.

(ASTA Handbook, 1974:31)

The university personnel voiced considerable opposition to this proposal. They felt they could not accept, as part of a degree, an internship program carried on outside the authority of the university.

The question of the control of the extended practicum

surfaced at this point in time but did not attract much attention until after the agreement to extend field experiences was reached. This issue is dealt with in a section concerning the extended practicum.

There was also considerable concern expressed by university and ATA representatives over the priority that was evidently being given to Group A by the ASTA representative. The concern centred around the divided opinion that seemed to be developing as opposed to what was previously deemed to be a unanimous decision of the Board. There was seen to be a real danger that achievement of a four-year degree as the minimum requirement for certification could suffer a serious setback. The ASTA representative did not share this concern.

Following the discussion on the Hawley report, the three universities presented proposals for increasing the practica in the four-year program following the recommendations by the Board on January 12, 1972 that they present proposals for B.Ed. programs that include an extended practicum equivalent to one semester.

Although there were differences in the proposals presented by the universities, they all included an extended practicum equivalent to one semester.

The significance of this action by the universities is that the B.Ed. program structures had been dictated from outside. The government suggested that the new four-year B.Ed. program include an extended practicum; the universities went along, without considering the question whether their autonomy was slipping away.

In addition to the Hawley Report and the universities' proposals, the Executive Committee examined the cost of implementing the extended practicum program. With regard to this, the meeting listed the following categories:

1. increased university staff;

2. preparation of cooperating teachers and other supervisory personnel;

3. honoraria for cooperating teachers, resource personnel, etc.;

4. travel costs resulting from extending the practica to schools outside the cities;

5. subsistence costs resulting from dislocating students and supervisory personnel.

In conclusion, the meeting generally agreed that (1) the extended practicum could be implemented by all three universities; (2) that the three universities saw the increased practicum as additive to the present program, and (3) that up to an additional $1,500,000 would be required when the programs were fully operational. Funding the extended practicum is the second issue to be discussed under the major heading "Extended practicum".

The preceding discussions on January 12 and March 7 demonstrate what an important issue the extended practicum had become. In the following section, this issue is discussed in detail.

Extended Practicum

As defined elsewhere in this study, "extended practicum" means "a one semester (or equivalent) period (13 weeks) of full-time practice in the school as part of the university requirement for initial certification." It carries the appropriate credit weighting.

Up until January 12, 1972 when the Minister advised the Board to consider a four-year program of teacher preparation which would include an extended practicum of one semester or equivalent, the term "extended practicum" was not operational. From here on, it became a household term among the educators, particularly those involved in the preparation of teachers.

On April 12, 1972, before adopting and recommending to the Minister that a one semester practicum within a four-year requirement for a degree in education be implemented as soon as was feasible, the Board's discussion principally centred around the implementation of Plans A.1 and B.2 as recommended in the Hawley report. Plans A.1 and B.2 were:

> A.1 A post-degree professional internship of one year as a requirement for initial certification.
>
> B.2 A one-semester or equivalent practicum within a four-year requirement for a degree in education.

With respect to implementation, it was indicated that Plan B.2 could be initiated almost immediately. In fact it appeared that in varying ways and degrees such programs were already under way in all three universities. Dr. M. Horowitz, the then Dean of Education at the University of Alberta, in his letter dated April 19, 1973, to Dr. Wyman, the President at the University of Alberta, revealed that in 1972 the University of Alberta had an extended practicum for a small number of B.Ed. English majors. The Board members also agreed that Plan A.1 was complementary to Plan B.2 and not superceding.

The university representatives, in speaking to their reports (previously presented to the Executive Committee), agreed that the extended practicum could and would be included within the B.Ed.

degree programs. However, they requested that the manner of incorporating the expanded experience component be left to the individual faculties so that the maximum integration of theory and practice might be achieved according to the conditions peculiar to each institution.

At this point, the Deputy Minister, Dr. Hawkesworth, indicated that the Minister of Education was in agreement with Faculties of Education using different organizational arrangements for including an extended practicum in their programs.

A further discussion centred around the "additive" feature of the proposed programs as mentioned on March 7, 1972 in the Executive Committee meeting. Two of the universities advised that no additional calendar time was anticipated, but that additional hours would be required. On the other hand, one of the alternatives considered by the University of Calgary would involve a lengthened year.

The Deputy Minister advised the meeting that the Minister of Education was primarily interested in a four-year B.Ed. program within the framework of time that was proposed to him by the Board and that he was not, at this time, very much interested in an extension of the B.Ed. beyond four years.

At the end of the meeting, the Board recommended to the Minister that a one semester practicum within a four-year requirement for a degree in education be implemented as soon as was feasible.

As soon as a consensus on the extended practicum was reached,

other related problems surfaced. The following surfaced as the extended practicum related issues:

1. Administrative control of the extended practicum
2. Financing the extended practicum
3. Release time for cooperating teachers
4. Interpretation of Section 72 of the School Act

These issues came up for discussion at different meetings of the Board, not necessarily in this order. However, for the purpose of this study, they are discussed in the order presented above, starting with the administrative control of the extended practicum.

Administrative Control of Field Experiences

On March 7, 1972, the representative of the ASTA, Mr. Williams, proposed that the administration of the experience component in teacher education programs be transferred to the school boards and school committees of the Province and that the financial capacity to carry out the responsibility be transferred to them as well. He also suggested that policy guidelines be tested in the Board of Teacher Education and Certification. An example was cited of the way in which this could be handled by a school system with the kind of liaison required to effectively blend theory and practice. The sincerity of the ASTA in wishing to promote quality education for teachers was stressed.

In clarifying the ASTA position Mr. Williams pointed out that the field experience component would combine the extended practicum

and internship as part of the degree program.

In addition, it was suggested that the ASTA proposal would require a contract between the Minister of Education and the School Trustees with respect to the training of teachers.

Outside the meetings of the BTEC, the ASTA position seems to have been supported by the Conference of Alberta School Superintendents (CASS) position. The CASS positon was that the extended practical field experience should be an internship and be a requirement for certification and that it should be the responsibility of the school jurisdiction which would structure meaningful experience in its schools in consultation with the universities and the ATA.

The ASTA and CASS position on the administration of the practicum was not supported by the other board members.

Objections to the ASTA proposal were made by several members of the Board and in particular the following points were made:

1. That the proposal would separate theory and practice at a time when it seemed essential that the two elements be integrated even more.

2. That the proposal seemed to imply that the school boards, with their little or no experience, could do a better job than the Faculties of Education with their lengthy experience.

Three motions were made recommending: that the funding and administration of the practicum be through the Faculties of Education; that the Faculties of Education and the school boards should participate jointly in both the funding and administration of the practicum; and that both facets should be the sole prerogative of

the school boards.

However, there was no consensus on the second and third alternatives.

It seems that the Executive agreed on a motion made by Dr. Horowitz, when the matter came up again on August 29, 1972, at the Board Executive meeting, that the responsibility for the practicum, as well as all aspects of pre-service teacher education, is that of the Faculties of Education.

Funding the Extended Practicum

After their recommendation of the extended practicum on April 12, 1972, the Board embarked on discussions of funding problems.

On July 26, 1972, the discussion in the Board meeting centred around three issues:

(a) support for the preparation of cooperating teachers;

(b) support for the operation of the practicum--extra university staff, payments to students for transportation, etc.;

(c) subsidization of cooperating boards for payments to cooperating teachers for extra time and work.

The discussion concerning the method of giving financial support resolved itself into considerations such as: the strategy to be used in allocating additional funds to the universities; and the mechanics of distributing the grants to contributing parties.

The view expressed by university representatives was that a specific allocation of funds directly to the universities was preferable. With respect to mechanics of distribution, the Board members thought it might be unwise to hand the whole package over to any one agency for distribution. It was therefore suggested that

university funds might be sent directly to the universities and funds designed for major school board activities might go directly to the school boards. The creation of a neutral agency, like the Executive Committee of the Board, to handle the allocation of funds as well as coordinating some aspects of the program, such as setting standards and guidelines, was also suggested by the Board members. In addition the Board suggested that funds be allocated on a per student basis.

As Dr. Hrabi points out, throughout the discussion a central theme was that both structure and finance should reflect the integration of theory and practice.

This meeting did not come up with any recommendations to the Minister. However, the Board appointed Mr. G.B. Hawley to prepare a report for the next meeting of the Executive Committee. The terms of reference for the report were set out as:

1. To explore and define the alternative methods of financial support for the field experience component.

2. To develop statements of the advantages and disadvantages of each method.

3. To look at the costing of the program.

Mr. Hawley's report was presented to the Executive Committee on August 29, 1972. He recommended that the grant per practicum student be set at $600 with an appropriate reduction by the amount currently being devoted to student teaching.

Following considerable discussion, Dean John McDonald of the Faculty of Education at the University of Calgary, proposed a motion that direct funding of the practicum be through the Faculties of Education. Although the motion was carried, Mr. Williams, the ASTA

representative, asked that his dissenting vote be recorded. The ASTA wanted the funding for the practicum to be entrusted to the school boards.

In addition to this motion, two more motions were proposed by Dr. Horowitz, Dean of the Faculty of Education at the University of Alberta and Mr. Rieger, the ATA representative. Their motions, respectively, were as follows:

> That in the initial years of this program monies for the funding of the practicum be granted to the Faculties of Education and be placed in trust for the operation and administration of this program.
>
> That the Board recommend $300 per student for the operation of the practicum, in addition to the regular operating budgets of the Faculties of Education.

These motions were echoed again on November 3, 1972, and became the basis of the recommendation to the Minister for action. As has been indicated elsewhere, these recommendations were rejected.

As has already been discussed earlier in the chapter, on January 24, 1972 the Minister announced the implementation of the four-year minimum requirement and the extended practicum, but rejected recommendations for financing the extended practicum. The Board did not have the opportunity to react to the Minister's decision until March 1, 1973.

In the light of the government's decision not to earmark funds for financing the extended practicum, the March 1, 1973 Executive Committee meeting centred around the Faculties' concerns and courses of action. The Faculties were concerned that:

1. The sub-committee of the Universities Commission currently studying the grants formula was not sufficiently

knowledgeable about the realities of university finance.

2. Rumours were abroad that the grants for Faculties of Education would be placed on the same basis as grants for Arts and Science.

3. Faculties of Education have to make commitments to students before knowing whether funds would be available to finance the programs.

4. Faculties of Education have always been shortchanged by the universities. With budget cuts anticipated and restructuring of the formula imminent, it seemed quite evident that the new, more extensive programs were in extreme jeopardy.

In the light of these concerns, several courses of action were suggested:

1. A direct approach to the Ministers of Education and Advanced Education and Manpower by the Deans of Education.

2. A meeting of the Ministers and the Board.

3. A meeting of the Executive Committee with the Ministers.

4. A meeting of the Executive Committee or sub-committee thereof with officers of the Department of Advanced Education.

5. A meeting of the Executive Committee with the sub-committees of the Universities Commission.

During the discussion on these courses of action it was recognized that any of these courses of action would be unproductive unless the presentations were well documented. It was therefore decided to take no action until the allocation of funds within the universities was better known, at which time it could be decided

whether or not implementation of the new programs was financially feasible. It was also decided that the Board should reiterate its recommendation of the November 3, 1972 meeting that $300 per student for the operation of the practicum, in addition to the regular operating budgets of the Faculties of Education, be made available.

On March 16, 1973, on the instruction of the ATA Provincial Executive Council, Mr. Rieger wrote a letter to the Presidents of the Universities. The letter urged greater allocation of funds to Faculties of Education in order that an adequate practicum in teacher education might be carried out in the spirit of the new four-year minimum requirement for first certification. As Dr. Hrabi pointed out in a memo to Dr. Hawkesworth on April 4, 1973, Mr. Rieger's letter arose from the March 1 meeting of the Executive of the Board, when the Deans of the Faculties of Education indicated that they were going to have a very difficult time in negotiating with the Presidents of the Universities for sufficient increased monies to carry on the extended practicum. The Deans had asked for support from any agency that might be so inclined.

On April 19, 1973, Dean Horowitz wrote to Dr. Wyman, the President of the University of Alberta. He told the President that it was not possible to finance the extended practicum from the regular budget of the Faculty of Education. He recommended that the Board of Governors make a special request for a non-formula grant.

On April 30, Dean MacDonald, of the Faculty of Education at the University of Calgary, sent notification of need for additional funding to Vice-President Campbell. He indicated probably minimum costs of $600 per student in the practicum.

The general theme in all this correspondence was that the Faculties of Education did not have the monies to implement the extended practicum.

During the Executive meeting of the BTEC on July 13, 1973, the Chairman read a letter from the Alberta Teachers' Association recommending that the Board or its Executive Committee seek a meeting with the two Ministers to reiterate the Board's view concerning the necessary additional financial support for the extended practicum.

The discussion of this item was deferred to the next meeting of the Executive Committee, on October 4, 1973.

Meanwhile, on September 27, 1973, Dr. Wyman wrote to the Minister of Advanced Education. He told the Minister that the Board of Governors of the University of Alberta regretted the government's decision that the Department of Advanced Education would not provide additional funds to implement the new program required for certification of teachers in Alberta. He also told the Minister that the Board was prepared to discuss the matter with the two Ministers concerned and the other universities in Alberta.

On October 4, 1973 BTEC Executive Committee meeting noted that the Universities would be presenting proposals to the fall meeting of the Board concerning their revised programs and the financial considerations incidental to implementing the extended practicum. Two of the Deans stated that their universities were in the process of preparing briefs on the extended practicum which, it was expected, would be used by their Boards of Governors in making direct approaches to the Ministers.

The President of the University of Lethbridge, Dr. Beckel wrote to Mr. Foster, the Minister of Advanced Education, on October 23, 1973. He stated that the University of Lethbridge could not support a four-year program for teacher certification with its extended practicum from the existing funds. He gave the reason that the University needed four new and additional appointments in the Faculty of Education immediately for Music Education, Art Methods, Curriculum Development and Educational Foundations whose total salaries would be $80,000.

During the Board meeting on November 30, the Board agreed to invite the two Ministers and the Presidents of the three Universities to attend an early meeting of the Board for clarification of financial implications or problems associated with the extended practicum.

In addition, the Chairman of the Board informed the members that the Ministers were currently preparing a letter in response to Dr. Wyman's letter. As indicated by the memorandum from the Minister of Education on November 26, 1973, the government's general stance was that any special submissions to the Department of Advanced Education for additional funds were inappropriate until it could be demonstrated why appropriate adjustments and tradeoffs within the university had failed to produce the funds necessary to finance the extended practicum.

This stance became the basis of the letter the Minister of Education sent to the Presidents on March 6, 1974.

The letter also invited the Boards of Governors to forward

letters of intent to submit formal proposals for special consideration by the Department of Advanced Education if they deemed it necessary to seek additional funds for the extended practicum.

So, when the Board of Teacher Education and Certification Executive Committee met on March 13, 1974, they withdrew their request for a meeting with the three Presidents and the two Ministers, for the time being. They also recommended that a progress report of current developments in connection with resolving the problem associated with obtaining adequate government financing for implementing the extended practicum be prepared for the next Board meeting.

The Universities submitted letters of intent to the Department of Advanced Education that same month--March, 1974. The format followed in these letters from the Universities was the same.

> Please accept this letter as notice of the University's intention to submit a formal request for special funding to cover the added costs to the University resulting from the Government's announcement of an extended practicum for students in the new four-year B.Ed. program.

(Swan's Letter to Bosetti, Deputy Minister. DAE, March 13, 1974)

It seems these letters of intent were enough to cause the DAE to change its position.

At the Board of Teacher Education and Certification meeting on May 2, 1974, the representatives of Advanced Education stated that the extended practicum would be funded by non-formula grants upon receipt of proposals from the universities; that these grants would be available for 1974-75 and 1975-76; and that beyond 1976 the program would be supported but perhaps in a different way.

Following this statement to the Board, the Assistant Deputy Minister, R.A. Bosetti, wrote to Dr. Wyman on May 15, 1974 stating that:

> 1. The practicum be implemented in a manner which meets the requirements and conditions recommended by the Board of Teacher Education and Certification and approved by the Minister of Education; and
>
> 2. The funding requested encompasses the total costs of implementing and maintaining the practicum.

When Dr. Gunning took over the Presidency at the University of Alberta, he received a statement of final approval of financial support for the extended practicum on July 30, 1974 from Dr. Bosetti. Briefly the statement of final approval set the grants as follows:

| | 1974-75 | 1975-76 | 1976-77 |
|---|---|---|---|
| Operating | $160,500 | $428,000 | $642,000 |
| Capital | - | - | - |
| Total | $160,500 | $428,000 | $642,000 |

The Assistant Deputy Minister, in this same statement, said that these cost estimates were to be considered as the maximum support which would be provided as conditional grants for implementation of the program. The statement, as well, required the universities to submit an accounting of expenditures incurred in implementing the program at the end of each fiscal year.

Similar arrangements were made for the other Universities. However, the amounts differed from University to University.

The problem of funding was thus temporarily resolved. No sooner was the funding problem resolved than another equally serious problem, which also involved finance, arose. This was the problem

of "release time".

Release Time

In 1973, the Alberta Teachers' Association defined, among their policy resolutions on teacher education, release time as time from other duties for cooperating teachers while they have student teachers in their classrooms. (ATA Handbook, 1977:170)

Three different terms were used in the debate on "release time". In the documents at the University of Alberta, the term "relief time" is used. In the documents at the University of Calgary the term "released time" is used. In the ATA and the government documents, the term "release time" is used.

For the purpose of this study, the term "release time" is used.

The ATA policy on release time was that:

> The ATA advocate that, where a practicum consisting of one semester, or the equivalent, of field experiences becomes a required part of teacher preparation programs, committees be established on a regional basis (one for each university) to carry out negotiations among school boards, universities, the Department of Education, and the Department of Advanced Education and Manpower and the Association to make provision for funds for school systems to provide release time from other duties for cooperating teachers while they have student teachers in their classrooms.

(ATA Handbook, 1977:170)

In view of this policy, when it became obvious to the teachers that the extended practicum was going to become part of the B.Ed. program, teachers raised the question of release time.

In April, 1974, the Alberta Teachers' Association sponsored regional seminars on the "extended practicum" in Edmonton and Calgary.

One of the questions considered in these seminars was whether there should be remuneration of cooperating teachers. The unanimous agreement seems to be that there should be remuneration in the form of "release time". Other suggestions such as money were forwarded but did not gain much support. (Summary of Comments and Discussions from Regional Seminars, June 19, 1974)

Following these seminars, the Teachers' Association produced the "Interim Position on the Extended Practicum in Teacher Education" in September, 1974 in which the Association stated that the local Association, the university and the school system should agree on the amount of time each week that the cooperating teacher must have free from other assigned duties during the time a student teacher is in his/her classroom. (Interim Position of the ATA on the E.P., September, 1974)

In January, March and April, 1975, the Teachers' Association sponsored another series of seminars on the extended practicum in Lethbridge, Calgary and Edmonton, respectively. As in the previous seminars in 1974, release time got much support as remuneration of cooperating teachers.

Mr. L. Booi, a teacher in the Edmonton Public system, was a member of the Joint Advisory Committee at the U of A since 1972 as a cooperating teacher and later became a practicum associate. Because he was critical of the B.Ed. program at the U of A, he increasingly became more and more in contact with the Public Local and became more and more their unofficial spokesman on the Dean's Joint Advisory Committee. So when the question of release time

came up in 1975, he continued to speak for the Public Local.

Mr. T. Paszek was the President of the ATA Edmonton Catholic School Local in 1974-75 the time at which release time became an issue.

As Mr. Booi and Mr. Paszek stated, teachers argued that cooperating teachers required release time from classroom obligations to plan practicum modules, experiences and expectations. Also, as indicated in their submission to the Minister of Education in November, 1975, the ATA pointed out that the responsibility of the cooperating teacher would be greater because (a) he would be responsible for the student teacher for much longer, and (b) he would be taking over the teaching and evaluation function for a significant proportion of the preparation program.

The discussions concerning release time in the Board of Teacher Education and Certification started on April 18, 1975 in the Executive Committee meeting. As has already been discussed, the demand for release time came from the representatives of the Alberta Teachers' Association.

The discussion on the costs of release time did not come up at other discussions concerning the financing of the extended practicum because, it seems, the teachers had not raised the question of release time with the Board, although they had had a policy on release time since 1973. The reasons why the ATA did not raise the question earlier are not clear.

When the question was raised, the Board members were not surprised because the idea had been around since 1974 as has been

discussed earlier.

During this meeting, substantial discussion concerned the financing of the extended practicum and particular reference was made to the cost of "release time". It was decided that it would be premature to place the matter before the Board at this time. However, it was agreed that a meeting of the affected parties such as the Faculty of Education and the DAE representatives be called to discuss the matter.

In early May, 1975 a meeting of representatives of the Faculties of Education of the three Alberta universities, Dr. Enns, Dr. MacDonald and Dr. Anderson, with officials of the Department of Advanced Education, one of whom was Dr. Bosetti, was held. The meeting considered the funding of release time. The Department of Advanced Education representative, Dr. Bosetti, indicated that they would study the problem and provide a response no later than mid-summer. He also indicated that a decision on release time would be possible by early June, 1975.

At the next Board meeting on May 9, 1975, the discussion revolved around the very substantial difference in the figure of $300 per student contained in the Board estimates of November 3, 1972 and the current estimate of $1,400 to $1,600 per student.

The difference was attributed in the main to the cost of "release time" or the time needed by cooperating teachers for the supervision and instruction of students engaged in the extended practicum. In 1972 the cost estimates were based on:

1. additional Faculty of Education personnel;

2. travel and maintenance expenses of students;

3. cost of training cooperating teachers.

At that time it had also been assumed that honorarium arrangements similar to those existing heretofore would look after the release time factor.

The existing honorarium arrangements at the time were different at each University. At the University of Alberta, a cooperating teacher received $30 per student per full time week. the Univesity of Calgary, a cooperating teacher received $60 per student per half course. And at the University of Lethbridge, a cooperating teacher received $25 per student per full time week.

Other factors contributing to the cost differential were:

1. the clearer understanding of the extended practicum; and

2. the general inflationary trend.

Dr. Horowitz and Dr. MacDonald, the Deans at the Universities of Alberta and Calgary respectively, proposed a motion that the Board endorse the principle that the supervision and instruction of students engaged in the extended practicum be considered part of the regular workload of cooperating teachers and that in the financing of the extended practicum the principle be recognized. The Board approved the motion.

The discussions which were going on between the ATA and the University of Alberta and the University of Calgary displeased the ASTA officials. The officials thought that the universities and the teachers were violating Section 72 of the School Act.

Section 72 of the School Act

The question regarding Section 72 of the School Act came up for discussion in the BTEC on January 7, 1976 because the ASTA was not pleased with the negotiations that were taking place between the teachers and the universities concerning the participation of cooperating teachers in the extended practicum program.

As has already been discussed, these negotiations started in Calgary in 1972 and in Edmonton in April, 1975.

The ASTA saw this as a violation of the School Act. The School Act, being Chapter 329 of the Revised Statutes of Alberta, 1970, provides in Section 72 as follows:

> A board shall upon the request of a university under The University Act enter into an agreement to permit students enrolled in the Faculty of Education of that university or their instructors, to attend any classroom of any school while it is in session for the purpose of observation or student teaching.

The President of the Trustees' Association, Mr. A.C. Bunney, wrote a letter to the Presidents of the three Alberta universities on September 25, 1975, stating that the universities and the Teachers' Association were bypassing the requirements of the legislation by attempting to negotiate an extended practicum program amongst themselves without any reference to the school boards whose employees would be affected thereby.

Dr. Keeler in an interview with the researcher pointed out that this was a misinterpretation of the Act on the part of the Trustees. This claim of misinterpretation led the Teachers' Association and the Department of Education to seek a legal opinion.

The Teachers' Association interpretation of the Act was that

while it was an obligation of the board to permit student teachers to enter the schools, there was no way this could not be construed as granting the boards the authority to tell teachers to serve as cooperating teachers.

The Teachers' Association obtained a legal opinion on September 30, 1975 which confirmed the Teachers' Association interpretation. This was then followed by the release of the opinion obtained by the Department of Education on November 13, 1975, which cast some doubt on the first opinion. The ATA then obtained a second legal opinion on December 29, 1975 which confirmed the first opinion given to the ATA.

Even after these attempts to achieve clarification, misunderstanding and confusion about the Act still remained. Some people in the Board of Teacher Education and Certification advocated changes in Section 72 of the Act or its clarification.

There are two features of the negotiations regarding cooperating teachers' participation in the new program which make the School Act issue irrelevant. First, teachers and universities did not negotiate for permission to enter the schools, but to secure teachers' participation. Second, as has been discussed earlier, the discussions about the extended parcticum at both the University of Alberta and the University of Calgary involved superintendents and local school boards' representatives.

It seems the problem of the School Act has not been resolved and Section 72 of the School Act has not been revised to provide clarity.

## THE RELEASE TIME ISSUE

When the release time issue surfaced in 1975, as indicated in Figure 4, it became a controversial issue both outside and inside the BTEC.

Different groups took positions regarding the issue. It is these positions taken by the different groups involved that makes it necessary to discuss this issue in detail.

Since the general review of the release time issue has already been provided, this section deals directly with the positions taken.

### Government Position

In a letter to the Universities on October 17, 1975, the two Ministers stated that the government was not prepared to provide universities with the substantial additional funds to provide for "release time". In the government's view the matter of release time was an intrinsic element of working conditions and properly a matter for discussion by boards and teachers at the bargaining table. In addition, the government withdrew the extended practicum requirement for initial certification but retained the four-year minimum for the Bachelor of Education program.

### The ATA Position

In November, 1975, the Alberta Teachers' Association made a submission to the Minister of Education. In this submission, the Teachers' Association pointed out that:

1. The responsibility of the cooperating teacher will be greater because (a) he will be responsible for the student teacher for much longer and (b) he will be taking over the teaching and evaluation function for a significant proportion of the preparation program.

2. The government exhibits apparent lack of understanding of these facts.

3. The interpretation that release time for cooperating teachers is a working condition to be negotiated with school boards is wrong. Responsibility for teacher education has clearly been assigned to the Universities in Alberta. Field experience is a necessary component of teacher education. Therefore, the Universities must arrange access to schools with school boards and must arrange directly with teachers for service as cooperating teachers. Since pre-service preparation of teachers is not a responsibility of school boards, the Association argued, the function is not performed as an employee of the board but as an assistant of the Faculty. Finally, since the money for this improvement must come from provincial coffers in any instance, it should surely move through the least complicated channel available, namely the university.

The ASTA Position

The Alberta School Trustees' Association's position on release time as stated by Dr. Proudfoot, former President, and Mr. Maertz, Executive Director, was that cooperating teachers should not have release time.

The ASTA recognized that initially the cooperating teacher

would have to give very close supervision of the student teacher's work. However, they pointed out that the student teacher would become an expert half way through the term because of the close supervision. The student teacher, they argued, would gradually take over the teacher's classroom responsibility. If this happens, the cooperating teacher would have an extra right arm in the classroom. In this sense, there would be no need for release time.

The Universities' position was not clear. The Universities of Alberta and Calgary seemed to have been affected by the Teachers' Association position on release time more than the University of Lethbridge. A detailed exploration of each University's position is presented below.

U of A Position

Following a meeting on April 24, 1975 which was attended by Mr. Fred Alexandruk of the Edmonton Public ATA Local, Mr. Bud Arbeau of the Edmonton Catholic Schools, Dr. Ken Bride of the ATA Provincial, Mr. Stan Maertz of the ASTA, Dr. Harry Mosychuk of the Edmonton Public Schools, Mr. Al Myhre of the CASS, Mr. Ernest Paluski of the Edmonton Catholic ATA Local, the Associate Dean Fred Enns and Dean M. Horowitz from the Faculty of Education, in which release time and its funding were discussed and supported by those who attended. Dean Horowitz, on April 28, 1975, prepared a proposal addressed to the Board of Teacher Education and Certification.

In summarizing the proposal, "Released Time for Cooperating Teachers", Dean Horowitz stated:

> . . . In summary, I recommend that cooperating school systems receive funds from the government to enable them to release cooperating teachers from their teaching duties for an average of 40 minutes per day. I appreciate that the method for financing must be determined by the two Departments and the resolution of this matter relates to issues many of which I know nothing about. I have simply indicated my preference.

Although Dean Horowitz stated that he put forward the proposal on behalf of the Faculty, he did not commit the Faculty to the concept of release time.

Dr. M. Horowitz told the researcher that prior to preparing the proposal, the Edmonton Public Local Executive attended an informal meeting on campus at his (Dr. M. Horowitz') request. He said that the purpose of the meeting was to discuss the issues referred to in the proposal. He also stated:

> I made contact with the locals because I feared the situation might disintegrate to a point that cooperating teachers would withdraw their services. In this meeting I made a plea that no matter what happened, our students should continue to be accommodated in schools. I was given the assurance (orally, nothing in writing) by the Executive. Needless to say, they did not keep their promises.

It seems there were no discussions concerning release time, following the proposal, until September 22, 1975. On September 22, 1975, representatives of the ATA and its Public and Separate Locals together with School Board representatives met with Dr. Fred Enns, the Acting Dean and other members of the Faculty of Education. From the meeting it was learnt that the Faculty of Education did not have a formal policy position with regard to the necessity of release time for cooperating teachers.

This surprised the ATA representatives who had interpreted Dr. Horowitz' proposal as a formal policy position in favour of

release time. The ATA's interpretation was proved wrong by the result of the Faculty of Education Council meeting of September 25, 1975. At this meeting, the question of release time was discussed. The discussion was strongly supportive of the principle of acceptable working conditions for teachers in all aspects of their work. However, the Council was not prepared to commit itself to the concept of release time in the practicum.

But in a letter to Dr. Bride of the ATA, on September 26, 1975, the Acting Dean, Dr. Enns stated that in his view, the vote by the Council not to commit the Faculty, did not necessarily deny support for the principle of release time in the extended practicum. He added that the Council did postpone stating a position until the present crisis was over.

The crisis referred to here is that, since the beginning of September of that year, the Faculty of Education had not been able to place its students into schools for any kind of practicum because the ATA Locals in Edmonton had advised their members to decline to accept invitations to serve as Cooperating Teachers.

Given the preceding discussion, this decision by the locals was contrary to the assurances given to Dr. M. Horowitz in Spring, 1975 that student teachers would be received.

On September 9 and 12, 1975, the Edmonton Separate Local, ATA and the Edmonton Public Local, ATA Executives, respectively, sent a request to their members as follows:

> That members continue to support our Association position on the extended practicum.
>
> That members decline to accept invitations to serve as

> Cooperating Teachers in any field experience program offered by the University until such time as satisfactory arrangements are concluded with the Local in respect to alternatives for the extended practicum.

In addition to the position taken above by the University of Alberta Faculty of Education Council in their meeting regarding release time, the Council moved and approved a motion as follows:

> MOVED THAT the Faculty of Education Council ask the University of Alberta Administration to notify the Minister of Education that we are currently unable to carry out the terms of our agreement with the province regarding the field experience component of our teacher education program and that the University ask for the Minister's assistance in solving this problem.

On September 29, 1975, Dr. Enns communicated this motion to the Vice-President (Academic), Dr. Horowitz. The following day, September 30, 1975, Dr. Horowitz, in a letter to Mr. Koziak, the Minister of Education, communicated the Council's concern and requested a meeting with the Minister.

On October 1, 1975, President Gunning, Dean Enns and Vice-President (Academic) Dr. Horowitz met with the Minister, the Deputy Minister and the Associate Deputy Minister. The meeting, as Dr. Horowitz stated in his letter of October 1, 1975 to Miss P. English, the ATA President, produced the following results:

> That the 1977 target date for inclusion of an extended practicum as a requirement for certification will be delayed by at least one year.
>
> That the Minister of Education will support our claim that all monies that have been spent and committed for the extended practicum to date should be covered by the Department of Advanced Education as part of the special grant which the University has received.

In his letter to Miss Pat English, President of the ATA, Dr. M. Horowitz explained the result of the meeting and also told her that he was going to ask the Faculty of Education to propose to the

General Faculties Council a temporary return to the old program. In addition to writing the letter, he also discussed with the superintendents of the two Edmonton school systems the details of the letter because he felt that it was essential that the University honour the requirement of Section 72 of the School Act that agreements for access to classrooms and schools be made with school boards.

Following these developments at the University of Alberta, the Minister of Advanced Education, Dr. A.E. Hohol, and the Minister of Education, Mr. J. Koziak, wrote to the Presidents of the three Universities on October 17, 1975. The significance of the letter was twofold. First, it stated clearly that the government was not prepared to provide Universities with the substantial additional funds for "release time", because release time is an intrinsic element of working conditions and properly a matter for discussion by boards and teachers at the bargaining table. Second, it stated that the government had withdrawn the requirement that the extended practicum equivalent to one semester be included in a four-year B.Ed. program for initial certification.

U of C Position

The University of Calgary also did not have a formal policy position on release time. On May 26, 1975, Vice-President Campbell submitted a revised budget prepared by Dr. De Leeuw, the Director of Field Services. The submission requested $424,495 for university costs with no request for release time, but with the qualification that it was understood that funding for release time was required and should be considered apart from that budget.

Dr. de Leeuw pointed out that the university separated the release time from their budget because its costs were too high.

U of L Position

Dr. Mokoch, Director of Field Experiences, University of Lethbridge, said that the University of Lethbridge was not affected by release time because when the extended practicum was introduced, the University had in place essentially the same program. They had rural experiences and they had long blocks of time. "In any case," Dr. Mokoch said "the University did not care one way or the other." They, like the other Universities did not have a formal policy position regarding release time.

Dr. Bride said that when the University of Lethbridge started its program, their Faculty of Education came to the Teachers' Association with their plans and asked the Association to assist them in developing what they felt would be an acceptable program. Also the Association's personnel sat on their special committees.

The local teachers in Lethbridge did not demand release time in the extended practicum. However, it was pointed out that there was pressure on these locals to demand release time, but they did not succumb to pressures from the ATA Locals in Calgary and Edmonton. In fact, the Lethbridge ATA Local was in favour of honoraria rather than release time.

In order to understand the activities and developments at the provincial level with regard to release time, an examination of the events at the local level with respect to the Teachers' Association, is a necessity.

Calgary ATA Locals

It has been impressed upon the researcher through documentary and interview information, that the demand for release time in the extended practicum began with the Calgary ATA locals.

There are two ATA local groups in Calgary--the Calgary Public and the Calgary Separate. But for the purpose of this study, the two groups are discussed under one umbrella, because they have always acted together in the development of the extended practicum policy.

Dr. Proudfoot explained that the question of release time was mixed with the question of honoraria to cooperating teachers. The question of honoraria surfaced at the University of Calgary in 1973. It surfaced because the Faculty of Education was required to reduce the budget. One of the ways to reduce the budget was to withdraw what amounted to $80,000 which cooperating teachers in Calgary received for their services.

The ATA locals, as Mr. Gass, President, Calgary Public, explained, were not happy with the university's unilateral withdrawal of funds for teacher honoraria.

As a result of this disagreement, the teachers demanded in June, 1973 that a committee be set up to deal with cooperating teachers' grievances. The Committee consisted of Mr. Gass and three other teachers from the Calgary Public ATA Local.

Teachers' complaints were that:

1. The student teaching program was a farce.

2. Cooperating teachers were being ignored by the university--the mark they gave to a student could be changed unilaterally.

3. The university withdrew the honorarium unilaterally.

The next step taken by the new committee, under the chairmanship of Mr. Gass, was to approach the Calgary Board of Education about their problem. The Board, particularly Mr. Gunderson, sympathized with the teachers. The Board-Teachers Joint Committee was set up.

Using Section 72 of the School Act, the Board demanded that an agreement be signed between the Board and the University granting the University permission to use the schools for student teaching. The university agreed to sign the agreement which was drafted by the Board.

One of the terms of that agreement was that the document was valid provided the teachers' group agreed to the terms under which they would render their services.

As a result of this clause the teachers signed an agreement with the university on the terms they would render their services and entered into negotiations. Dr. Lindsted, a member of the Dean's Executive Advisory Committee (DEAC), negotiated on behalf of the University. The University's representative indicated the University would look into the question of release time.

In October, 1973, the University began studies on the concept of release time. On October 26, 1973, Mr. Loken, another DEAC member, submitted a practicum funding study to Dean MacDonald. The study suggested a total cost of $1,447,000 per year, of which $540,000 would be devoted to the support of release time for teachers. No action was taken as a result of this study because there were no funds available.

In October, 1974, the University of Calgary Field Experience

Committee recommended not to support provision of release time through substitute staff.

In May, 1975, a meeting of representatives of the Faculties of Education of the three Alberta universities with officials of the Department of Advanced Education was held. The meeting considered funding for release time. Dr. Bosetti, representing the Department, indicated that the Department would study the problem and provide a response no later than mid-summer and that decision on release time funding was possible by early June.

That same month Vice-President Campbell submitted a revised budget prepared by de Leeuw, Director of Field Services, and Loken, the DEAC member. The budget requested $424,495 for university costs with no request for release time but with the qualification that it was understood that funding for release time was required and should be considered apart from that budget.

From May to August, 1975, Associate Dean Oliva and Associate Dean Gibb continued practicum contract negotiations with the ATA Public Local Committe on Student Teaching. The ATA Committee quickly approved conditions for operation of the practicum per se, but details concerning the selection and employment of university associates were the topic of lengthy negotiations and later on became an issue in the Board of Teacher Education and Certification.

A contract containing a clause requiring provision of funds for release time was signed by ATA and university representatives in August, 1975.

In September, 1975, teachers demanded remuneration of

cooperating teachers based largely on no pay but release time so that they could consult with their student teachers and so that they could actually teach their student teachers how to teach.

In a telephone conversation with Dr. Bosetti of the Department of Advanced Education, the Dean was told that $150,000 for 1975/76 and $200,000 for 1976/77 was to be provided. He was also told that all special funding for the practicum would cease at that time and that none of those funds were to be used in support of release time.

This decision by the government incensed the ATA Locals, particularly Local 38. In early September 1975, the Committee on Student Teaching and the Local Executive recommended that teachers not participate in any extended 14-week practicum without funding for the provision of release time. As a result of this decision there was a temporary withdrawal of cooperation by teachers in Calgary.

The President of the ATA Local suggested that the Executive would agree to support the operation of a 7-week student teaching program (old program) in the schools for the 1975/76 school year but that the extended practicum with release time would be a necessary condition for the Local to recommend cooperation with the university in 1976/77.

In the middle of September, 1975, the Dean's Ad Hoc Practicum Committee and the Dean's Executive Advisory Council recommended that the faculty not operate the extended practicum and that all students be re-registered into the old program.

Mr. Gass pointed out that when the ATA realized the university did not have the money, they decided to make a direct representation of their case to the government. But the Local was not allowed to deal with the government. They had to go through the Alberta Teachers' Association provincial executive. This is the time the ATA provincial became involved and the release time became a provincial problem.

In the meantime, nothing was happening in Lethbridge along these lines until the annual representative assembly, when Mr. Gass suggested to the Locals in Lethbridge to do the same with the University of Lethbridge. Even then Lethbridge ATA Locals did not demand release time.

Meanwhile, demands for release time in Edmonton had started as early as April 1975, two years after discussions had started in Calgary. However, as discussed in the following section, discussions in Edmonton seem to have been more serious than those in Calgary.

Edmonton ATA Locals

Mr. L. Booi, a member of the Extended Practicum Joint Committee and later an unofficial ATA Local representative and Mr. Paszek, President of the Edmonton Separate ATA Local, said that the Edmonton Locals started their demands for release time early in 1975. Mr. Booi, in particular, said that after he had received a phone call from someone in Calgary about the teachers' position on release time, he asked for a meeting with the Executive of Edmonton Public School Local. He presented the following concerns to the Executive:

I. That the extended practicum will require cooperating teachers to do a great deal more.

2. That the expectations of the extended practicum demanded more from teachers and yet there seemed to be no attempt made to reflect this in the time he had to do the job.

Out of this meeting came the motion that they cooperate with the full implementation of the expanded practicum when release time for cooperating teachers had been guaranteed.

Dean Horowitz, having heard about that decision, realized that it was important to talk to the Locals.

As a result, he called the meeting on April 24, 1975, which has been referred to earlier in this chapter, to try to determine how the release time problem could be resolved.

In addition to a general discussion of the release time issue, the group discussed the funding of release time.

Following this meeting Dean Horowitz prepared a proposal regarding release time and its funding. In his proposal, Dean Horowitz estimated that $1.5 million per year would be needed to pay for the release time of cooperating teachers for students of the University of Alberta. He also suggested three main ways of providing the necessary money to cover the cost of release time: 1. From the Department of Advanced Education to the University of Alberta and then from the University to school systems; 2. from the Deaprtment of Education directly to school systems; and 3. from the Department of Advanced Education directly to the school systems.

He indicated preference for the third approach provided there were appropriate controls. He pointed out that the values of the third approach included:

1. Control for every aspect of the extended practicum

remained with the Faculty of Education.

2. The budget of the Faculty of Education was not increased by the amount required for release time.

3. The cost of release time would not be seen as an expenditure for "education" as distinct from "advanced education".

Dr. Horowitz's main objection to the first approach was:

> that the budget of the Faculty would be inflated artificially. The Faculty budget would be increased by about $1.5 million. He feared the long term effect of that increase on the remaining portion of the Faculty budget. He argued that if the Faculty was to receive that money, the University must prepare a request; the decisions that would be necessary at various levels, including the Board of Governors, would take time. He also pointed out that there was some feeling within the University that receiving special grants for particular activities tended to decrease the size of the regular operating grant. Consequently, there might be some difficulty with the University in getting an endorsement of an additional $1.5 million to the Faculty, even if initially it was treated as a special grant.
>
> School systems and teachers' groups raised similar objections to the second approach. (Released Time for Cooperating Teachers: A Proposal, April 28, 1975:2)

Up until August there was no indication from the government whether release time would be funded. Early in September when students were supposed to go on student teaching, the Edmonton ATA Local Executives advised their members not to participate in any field experience offered by the University of Alberta.

A detailed discussion on the withdrawal of cooperation by the Edmonton Locals in September 1975 follows the discussion on the Lethbridge ATA Locals position.

## Lethbridge ATA Locals

The Locals in Lethbridge, as was pointed out earlier in this chapter, did not demand provisions for release time. Dr. Mokoch,

Chairman of the Field Services Department at the University of Lethbridge, said that release time was never an issue at the University of Lethbridge. He also said that the Lethbridge ATA Locals preferred honoraria to release time. This was evidenced by the fact that when the Lethbridge ATA Locals were pressured by the Calgary Locals in 1975 to demand release time, they did not succumb to these pressures.

In view of these facts, it is safe to conclude that the Lethbridge ATA Locals did not support the release time concept.

Withdrawal of Cooperation

On September 9 and 12, 1975, the Edmonton Separate School Local of the ATA and the Edmonton Public School ATA Local, respectively, requested their memberships to decline to accept invitations to serve as cooperating teachers in any field experience program offered by the University of Alberta until such time as satisfactory arrangements were concluded with the Local in respect to alternatives for the extended practicum.

The Locals wanted the government to provide additional funds to the University of Alberta so that the University could hire "University Practicum Associates". Associates are experienced teachers from the school system seconded to the Faculty of Education to help the University personnel in the preparation of teachers. The teachers saw this as an alternative to the provision of release time.

On September 22, 1975, representatives of the ATA and its Locals together with School Board representatives met with the Dean

and other members of the Faculty of Education at the University of Alberta. From that meeting the following information was presented concerning the Faculty's position, as expressed by Acting Dean Enns:

1. That the Faculty had 1500 students registered for field experience programs that year, 650 of whom were to be involved in some form of extended practicum pilot programs, the majority of these being scheduled for the spring term.

2. That the government had provided additional funding of only $400 per student for the extended practicum and, as a condition required of the Faculty, none of these funds could be used to provide release time.

3. That the Faculty of Education did not have a formal policy position with regard to the necessity of release time for cooperating teachers.

4. That the Faculty was anxious to conclude arrangements for field experiences in the current academic year which would:

(a) provide for the continuation of old fashioned student teaching;

(b) enable the planning phase for the extended practicum to proceed;

(c) provide time for a possible joint approach to government for the funding of cooperating teacher release time;

(d) allow pilot programs for the experimental implementation of the extended practicum to continue as had been planned.

There were no arrangements concluded at this meeting. But it appears the ATA representatives assumed that the Faculty would proceed to clarify its position on release time as quickly as possible while the Association and its locals would give urgent consideration to interim arrangements for the continuation of field experiences.

In the September 29 and 30, 1975 Newsletters, the locals said that they found it incongruous that the Faculty of Education at the University of Alberta did not have a formal policy position with

regard to the necessity of release time for cooperating teachers when the other universities in Calgary and Lethbridge had adopted such a position and the former Dean of the Faculty of Education in Edmonton, Dr. Horowitz, had stated to the government as recently as April 28, 1975 that ". . . In our judgement an average of 40 minutes of release time each day would appear to be appropriate for a trial period of, say, two years."

As discussed earlier, the universities in Calgary and Edmonton did not have a formal policy position on release time. Also, the fact that Dean Horowitz stated that 40 minutes of release time would appear to be appropriate, did not mean that the Council of the Faculty of Education had taken a position in favour of release time. In this respect, it appears the ATA's interpretation is inaccurate.

In September 25, the Faculty of Education Council met in emergency session to consider its position on release time. The Faculty Council approved a motion stating that they were unable to fulfil their responsibilities in the area of field experiences and requested the President of the University of Alberta to ask the Minister of Education to provide his advice and assistance. The Faculty Council Meeting approved a motion to adjourn without having acted on the matter of release time.

As reported by Dean Enns in a memorandum on September 29, 1975 to the Vice-President (Academic), Dr. Horowitz the debate in this meeting did not discuss release time directly. The discussion centred upon the exclusion of students from schools and the

consequent threat to their eventual certification. Council took the position that it had no authority to negotiate on conditions imposed by the Minister of Education.

In view of the above position, the Council passed the following motion:

> MOVED THAT the Faculty of Education Council ask the University of Alberta Administration to notify the Minister of Education that we are currently unable to carry out the terms of our agreement with the province regarding the field experience component of our teacher education program and that the University ask for the Minister's assistance in solving this problem.

In his September 29, 1975 memorandum to Dr. Horowitz, Dr. Enns asked him to notify the Minister of Education that they were currently unable to carry out the terms of their agreement with the Province regarding the field experience component of the teacher education program and to request his assistance in solving the problem.

The following day, September 30, Dr. Horowitz wrote to Mr. Koziak, the Minister of Education, requesting his assistance regarding the difficulty the University was having in placing its students in schools for their field experiences.

On September 29 and 30, 1975, the two Edmonton Locals informed their memberships that their executives at a special joint meeting had taken the following position:

1. Reiterated its support for the concept of the extended practicum.

2. Re-stated its opposition to the implementation of extended practicum programs until funding for release time had been secured.

3. Asked the Provincial Executive Council of the ATA to immediately convene discussions with the government and the Faculty of Education on the funding of release time for cooperating teachers in all extended practicum programs.

On these matters, the two Edmonton locals of the Association were in agreement. On one matter, however, there was a difference in viewpoint. The Edmonton Public School ATA Local took the position that teachers were not to take any student teachers under any program until an acceptable arrangement was concluded. But the Edmonton Separate School ATA Local took the position that if assurances could be obtained from the Faculty of Education that they would not attempt to implement any form of extended practicum program without providing release time, the Local would then agree to:

1. the continuation of old style student teaching programs on an interim basis;

2. the continuation of planning activities for the extended practicum providing these did not involve interruption of in-school activities;

3. the implementation of an extended practicum which provides a minimum of 40 minutes per day teacher release time.

These assurances must have satisfied the Edmonton Public ATA Local because on October 3, 1975, in a "Special issues" newsletter to the membership, the members were advised as follows:

> As a result of the assurances provided by the University of Alberta, the Executive is informing its Local members that it has withdrawn its request to members that they decline to accept invitations to serve as cooperating teachers in field experience programs conducted by the Faculty of Education. In doing so the Executive recommends to its members that:
>
> participation by any teacher shall be on a voluntary basis with due regard for the teacher's primary responsibility to the students in his or her charge.

So at this point in time the position of the Executive of the Edmonton Public ATA Local with respect to teacher participation in field experience programs was, briefly, as follows:

(a) teacher participation in U of A field experience programs was endorsed for the current school year only;

(b) that cooperating teacher participation in school based programs be restricted to those which were offered by the University of Alberta in the 1974-75 academic year, or before, and which qualify as non-extended practicum programs.

Specifically, these were programs which were not more than six weeks (or equivalent) in duration for the student, and programs which were more than six weeks in duration for the student but which had been offered by the Faculty of Education as non-extended practica in 1974-75 or before.

Another important event related to the shift in position by the Edmonton Locals was that after Dr. M. Horowitz had met the Minister of Education he had an emergency evening meeting (October 1, 1975) with key ATA provincial people (Dr. Ken Bride, Dr. B. Keeler, Dr. N.P. Hrynyk, and Miss P. English) to get their agreement as to what was then announced on October 3, 1975.

Withdrawal of the Extended Practicum Requirement

The withdrawal by the government, of the extended practicum requirement in the B.Ed. program for initial certification, was the result of two important events.

First, as has already been discussed, the teachers in Edmonton withdrew their cooperation in early September. They demanded release time. In order to provide for release time, the University of Alberta needed additional funds. The University did not have the money.

Second, Dr. Horowitz wrote to the Minister of Education on September 30, informing him that the University was unable to fulfill its obligation regarding the extended practicum because they did not

have the money for release time demanded by teachers. Dr. Horowitz also requested the Minister to meet with the University representatives to discuss the matter.

On October 1, 1975, Dr. Gunning, the President of the University of Alberta, Dr. Enns and Dr. Horowitz met with the Minister of Education, Mr. J. Koziak and his Deputy, Dr. E.K. Hawkesworth and Associate Deputy, Dr. J. Hrabi. At the meeting it was decided that the 1977 target date for inclusion of an extended practicum as a requirement for certification be delayed by at least one year.

In the afternoon of October 1, 1975, Dr. Horowitz wrote to Miss Pat English, President of the Alberta Teachers' Association, informing her that the University was proposing to return to the old program. He assured her of the following:

1. That for the present they would not attempt to implement the extended practicum.

2. That during 1975-76, the students would be involved only in those non-extended practicum programs which were offered in 1974-75.

3. That for the remainder of 1975-76 the university did not intend to be actively involved in planning activities for the extended practicum.

It seems the other BTEC members heard about the withdrawal of the extended practicum requirement on October 15, 1975, when the Chairman of the Board of Teacher Education and Certification told the Executive Committee that the Ministers would write to the three Universities to the effect that the requirement of the extended

practicum had been lifted because the government was unwilling to pay for the release time provision demanded by the teachers.

At this meeting, in spite of the announcement, the Board Executive members recommended that the Board advise the Minister that the Board still agreed with the principle of an extended practicum and that they expressed the hope that the government and the two Departments of Education would search for ways of implementing this program at an early date.

The letter of withdrawal to the Universities referred to above, was written and signed on October 17, 1975, by the Minister of Education, Mr. J. Koziak and the Minister of Advanced Education and Manpower, Dr. A.E. Hohol.

In their letter, the Ministers stated:

> . . . In recent communication from the University of Alberta we were informed that teachers in participating systems refused to co-operate unless they received "release time". Your government's view is that it is not prepared to provide universities with the substantial additional funds to provide for "release time". Further, the matter of "release time" is an intrinsic element of working conditions and properly a matter for discussion by boards and teachers at the bargaining table.
>
> . . . The decision of your government now is that students who began their Bachelor of Education program in the Fall of 1973 or thereafter will still require four years of training, including a university degree, in order to be granted initial certification; however, it is not required that this program include a practicum equivalent to one semester.

In reference to the additional monies which were granted to the universities in 1974-75 for activities related to the extended practicum, the government pointed out that because expenditure of these funds was no longer necessary, the funds which had not been expended should be returned to the Department of Advanced Education

and Manpower.

During the next Board meeting on December 1, 1975, reference was made to this letter. It was noted that the last paragraph of the Ministers' letter had encouraged the Board to re-examine alternative courses of future action and to make recommendations.

On the basis of the Ministers' letter, the Board decided to establish a sub-committee of the BTEC to prepare recommendations concerning the extended practicum.

## THE REBIRTH OF THE EXTENDED PRACTICUM QUESTION

The determination of the Board members to have the extended practicum in the B.Ed. program was so great that they did not accept the government ruling on the issue as final.

The Board members renewed the question by setting up a Board sub-committee to look into the issue.

### The Sub-Committee

The sub-committee was established on January 7, 1976. It consisted of eight members including the Chairman, Dr. Hrabi. The other members were: Dr. Anderson, Dean, the University of Lethbridge; Dr. Enns, Acting Dean, University of Alberta; Dr. Ogilvie, representative, the Department of Advanced Education and Manpower; Dr. Hrynyk, representative, Alberta Teachers' Association; Mr. Maertz, representative, Alberta School Trustees' Association; Mr. Fitzpatrick, Registrar, Department of Education; Mr. Sheppy, former registrar, Department of Education; and Dr. Oliva, Associate Dean, University of Calgary.

The Committee was to prepare recommendations concerning the extended practicum in relation to the Minister's request that all agencies involved in teacher education continue with the operation, as part of the Bachelor of Education programs of the three universities during 1975-76.

On the same day the sub-committee decided to recommend to the Board of Teacher Education and Certification (BTEC) that there be a consideration of a model agreement between universities and their faculties of education and associated agencies (ASTA, ATA) regarding practical experiences.

Following its establishment on January 7, 1976, the Board's sub-committee met on January 19, 1976. At the end of the meeting the sub-committee recommended to the Board that several projects be undertaken to test alternate models of supervision of the practica at the school level, with financing in the order of $750,000.

This meeting was followed by the Board meeting on February 10, 1976, at which the recommendation on financing was discussed in detail and later submitted to the Minister for his reaction. The details dealt with the financing of alternate methods:

| | |
|---|---|
| 1. Secondment of teachers to the university staff | $250,000 |
| 2. Urban(s) (Calgary and Edmonton) release time (50 X 2000 X 2) | $200,000 |
| 3. Rural-release time (10 X 2000) (approximately) | $ 25,000 |
| 4. Honoraria-Inservice Education | $ 25,000 |
| | $500,000 |

Taking into consideration any extensions of the above, the Board suggested $750,000 as a reasonable figure to test the models.

The other major item for discussion was the Bacon report. Dr. J.A. Bacon was the Research Assistant in the Department of Education. Dr. J. Hrabi, the BTEC Chairman, appointed Dr. J.A. Bacon to prepare a "Report Regarding Internship and the Practicum in Teacher Education", in January 1976. (BTEC Minutes, January 7, 1976) The report was presented to the BTEC on February 10, 1976. (BTEC Minutes, February 10, 1976)

Bacon had brought forward four major recommendations:

1. That the extended practicum be extended to fifteen weeks to be spent in urban and rural schools.

2. That the selection and preparation of cooperating teachers follow certain criteria.

3. That student teaching be evaluated by the student teacher, the faculty consultant, and the cooperating teacher according to pre-determined criteria.

4. That the financing of the extended practicum be based, as already discussed, on honoraria for cooperating teachers' and faculty consultants' expenses.

These recommendations were briefly discussed, as follows:

1. Fifteen Weeks of Extended Practicum in Urban/Rural Schools.

The University of Alberta representatives did not favour the fifteen weeks as suggested by Bacon. For unstated reasons, they said that fifteen weeks would not work. They were in favour of thirteen weeks distributed over two or more years of university study.

In order to have a built-in flexibility in the arrangement, it was agreed that the phrase "term equivalent" or "semester equivalent" would be more appropriate.

With regard to use of both urban and rural settings, the consensus among Board members was that the principle of urban and rural settings was unrealistic because administration of such a practicum was not feasible.

In summary, there was no support for the fifteen weeks and there was no support for the urban/rural settings on administrative grounds.

2. Evaluation of Student Teachers. Members agreed that they supported the concept of predetermined criteria for the evaluation of student teaching. But the question of "who should evaluate student teaching" was left untouched at this point in time.

3. Selection and Preparation of Cooperating Teachers. For the selection of cooperating teachers, the discussion centred on criteria presented in the 1975 ATA Seminars Report. These criteria for selecting cooperating teachers were organized into two groups.

> i. Personal criteria: willingness to accept responsibilities, self-confidence, interpersonal skills, communication skills, initiative, enthusiasm for the profession, enthusiasm for subject matter, relationship with pupils, and objectivity.
>
> ii. Professional competency: subject expertise and ongoing professional preparation.

These criteria were recommended to the Minister of Education. In forwarding the February 10, 1976 Board minutes to the Minister on March 3, 1976, Dr. Hrabi, Associate Deputy Minister in a memorandum, advised the Minister that some positive action regarding the recommendations must be taken by the government as follows:

> 1. It is my view that some action must be taken by government at this time. As you may be aware, when the ATA met with the Minister of Education recently, there was

certainly a verbal indication that if some action was not taken by the government we would be at another impasse in September 1976. The news release by the ATA when the problem last September was solved indicated that teachers would continue to work with student teachers for a one year period. (Copy of News Release attached)

2. Faculties of Education are in a very difficult position. Their planning for September 1976 is to a large degree dependent upon what cooperation they get from teachers at that time. If teachers refuse to participate then other plans have to be developed. My understanding is that at least one faculty is developing a contingency plan, should teachers not participate.

As a result of this memorandum, the Minister wrote a letter on March 12, 1976 to the Presidents of the universities, the ATA and the ASTA which concurred with the Board recommendation that universities continue in 1976-77 with the operation of and support for the various practica currently in operation as part of the B.Ed. program during 1975-76.

However, on May 18, 1976, the Chairman told the Executive Committee that their February 10 recommendation about "projects to test alternative models of practica" was not accepted by the Minister because of the costs involved. The committee did not deal with the Minister's reaction at this meeting. The committee deferred the discussion on this issue to a later date. The main reason was that at a later date, the Board sub-committee would have more information which would help the Board in dealing with the Minister's decision.

When the Board sub-committee met on May 17, wide ranging discussions centred on a variety of issues: the definition of internship; expectations of internship; the role of the intern; the supervision of the intern; internship models--university based prior to a degree or school based post degree; scope and financing of

experimentation; and scope and financing of implementation Province-wide.

Because of the complexities and far-reaching implications concerning internship and/or the extended practicum, members agreed to take more time to study and discuss the Bacon report with their respective groups; to submit their written revisions to the author; to prepare for presentation to the next sub-committee meeting their recommendations on behalf of their respective groups.

The members were more cautious now about their actions than before because they did not want to run into problems as they did when the extended practicum was first introduced in 1974-75.

Final Board Sub-Committee Recommendations

The final meeting of the sub-committee was on June 9, 1976. The recommendations from this meeting covered the following areas of the extended practicum: length of the extended practicum, location of the practicum, selection of cooperating teachers, preparation of cooperating teachers, evaluation of student teachers, financing of the practicum, introduction of the extended practicum and administration of the practicum.

For each area of concern, recommendations are summarized below:

1. Length of the Extended Practicum. It was agreed that:

(1) The practicum requirement should be the equivalent of one semester, full time, i.e. twelve to thirteen weeks, with students in school full time.

(2) The basic practicum of one semester length should

be split, or added to, in order to provide some field experience in more than one year.

2. Location of the Practicum.

(1) More practica placements should be made outside of university cities.

(2) It should be the responsibility of the teaching profession to cooperate in the provision of practical experiences and that individual teacher participation in practica be on a voluntary basis and that cooperating teachers should be encouraged to volunteer to serve.

3. Selection of Cooperating Teachers.

(1) Criteria for the selection of cooperating teachers should be established by the universities in collaboration with the teaching profession and the employers.

4. Preparation of Cooperating Teachers.

(1) Cooperating teachers should be adequately prepared before receiving student teachers.

5. Evaluation of the Student Teacher.

(1) The student teacher should be evaluated by a process involving the cooperating teacher and faculty consultant in which the process is known to all concerned, including the student teacher.

(2) In the evaluation of the student teacher an attempt should be made to use objective criteria.

(3) In the evaluation the student teacher should be made aware of his or her potential for teaching as early as possible.

6. Financing the Practicum.

(1) Cooperating teachers should be given the choice of honoraria or an equivalent amount of release time as might be purchased by the amount of the honoraria or other equivalent arrangements, where such a choice is practical.

(2) The basis for computation of funding for the honoraria or the equivalent should be an amount per student per full week of practica.

(3) The amount per student per full week of practica should be $50.

(4) In recognition of the increased costs to universities of developing practica in non-university cities, a special funding for a three year period be given by the Department of Advanced Education and Manpower to cover increased travel and lodging costs of faculty consultants, and to provide a grant to students to offset increased costs to the student who by choice selected practicum experiences in non-university cities.

Introduction of the Extended Practicum

The sub-committee agreed that the pertinent recommendations noted above should be implemented in September, 1977.

These recommendations were discussed at length in the Board of Teacher Education and Certification on September 2 and 3, 1976. The Board agreed to forward the recommendations to the Minister of Education.

While waiting for the Minister's reaction, the Board re-examined the financing of the practicum. On September 30, 1976, in the discussion based on the summary of the Bacon Report, "Estimated Costs of the Practicum for 1977-1978", it was agreed that increased costs would be incurred in the areas of materials, substitute teachers, faculty advisors and administration.

As an interim measure and on the basis of the estimated number of students who would be on the practicum in each university, a working ratio of 7:3:1 (Alberta:Calgary:Lethbridge) was utilized in several revisions.

In recognition of the fact that an over aggregation of costs would not be advisable, members agreed to try and establish an initial amount provisionally termed a "Basic Funding Unit" and that the calculation of the "Basic Funding Unit" be based on a semester of thirteen weeks per student.

The Government Says "No!"

On December 20, 1976, the Chairman of the Board distributed copies of the Minister's response dated December 15, 1976. Briefly, the ministerial response centred on the following recommendations of the Board.

The Ministers responded that the guidelines for Teacher Education and Certification in respect of practical experiences would remain as they were, that is, prospective teachers would require one full course equivalent in practical experience; that if any Faculty of Education wished to make available to its students or require of its students an amount of practical

experience in excess of that required by the guidelines for teacher certification, it was encouraged to do so and that no additional ear-marked funding would be made available to any university for that purpose; and that they recognized the merit of providing some opportunities for practical experiences outside the cities where universities are located and encouraged Faculties of Education to move in that direction to the degree that they were able to do so within the funds normally provided to the universities.

The response made it quite clear to the members that the government was not prepared to come up with money to support the extended practicum.

The reason for this decision was the same as given in 1973, that is, the government did not want to provide money for release time.

Twenty-four out of twenty-nine interviewees said that the reason the government refused to pay for release time was that all other professions and all the other trades were just waiting to see what would happen in this particular instance. If the government had acceded to this request, there were twenty or more other groups who were waiting in the wings to get similar treatment.

The Executive Committee's reaction was to invite the two Ministers to meet with the Board of Teacher Education and Certification to discuss the basis for the decision transmitted in their memorandum of December 15, 1976 to Dr. Hrabi, Associate Deputy Minister of Education.

The Ministers did not accept the invitation by the Board to clarify the basis for their decision.

After this decision by the Ministers, the Universities, the ASTA and the ATA realized that they had to use some other channel. They could not move through the Board if they wanted to get funding for the extended practicum. The reason for this was simple: political action was necessary and the BTEC was not a political body. All the Board did was to recommend to the Minister. It was up to the Minister to implement or reject the recommendation.

Outside the Board, it was possible to take the case to the public and also to confront the Minister directly.

In view of these problems, the three organizations, ASTA, ATA, and the Universities decided to informally organize themselves outside the BTEC. This decision led to the formation of The Common Front Committee.

Formation of the Common Front Committee

The initiative to form the Common Front Committee came from the universities and the Teachers' Association.

The ATA representative, Dr. Hrynyk, proposed a motion in the Board of Teacher Education and Certification Sub-Committee Meeting on January 7, 1976, that they consider a model agreement between universities, ATA and ASTA regarding practical experiences. The same motion was stated by Dr. Enns on January 19, 1976 in the BTEC and was recommended to the Minister of Education for his decision.

On May 17, 1976, the Minister's reaction to the recommendation was that he had no authority to direct the respective parties concerning a model agreement regarding practica. He also added that

he would welcome any joint action by the responsible agencies.

Dean Lawson of the Faculty of Education at the U of C told the researcher that outside the Board, from the universities' side, it appears that the initiative came from Dean Worth. Dean Worth suggested to the other two Deans, Dean Anderson of the University of Lethbridge and Dean Lawson of the University of Calgary, that they have a meeting, to discuss the extended practicum funding.

Dean Lawson said that when they met they agreed to work together to decide on the strategy to approach the government on the question of funding. They also agreed to sit down with the other two groups, the ASTA and the ATA, before they approached the government.

Dean Worth said that he knew from having been in government a few months before that the position of the Ministers was that if the ASTA, the ATA and the universities could agree on a course of action and come up with a proposal, they would be prepared to reconsider their position.

Between January 2 and 5, 1977, the three groups informally met and after these discussions Dr. Worth, Dr. Bride, Dr. Hrynyk and Mr. Maertz drafted a news release which served as the basis for a joint ASTA-ATA-Faculties of Education press conference held concurrently in Calgary, Edmonton and Lethbridge on January 6, 1977. At these news conferences the government's decision to revert to the previous requirement of a minimum of one course equivalent of practical experience for initial certification was condemned.

In the news release the organizations pointed out that the

government rejection of the strongly supported approach to improving educational standards was inconsistent with its recent pronouncements on quality education and in direct contradiction to its announced intention to proceed with plans for upgrading the quality of instruction in schools.

When the Calgary Herald picked the story up on January 7, 1977, Mr. Koziak, the Minister of Education, told the reporters that he favoured an extended practicum program, but added that his terms were different from those being requested by trustees, teachers and representatives of university education faculties.

He said that if teachers, trustees and education faculty members were willing to try an extended practicum program based on the original 1974 agreement, he would seriously look at it and recommend it to his cabinet colleagues.

The Teachers' Association represented by the Vice-President, Mr. Art Cowley, and the Trustees' Association, represented by Dr. Proudfoot, the President, at the Calgary new conference threatened to pull out of the existing practicum program. Mr. Cowley said, "I can't guarantee teachers next year will want any part of it," and Dr. Proudfoot said, "The Trustees' Association will certainly raise the issue of refusing to participate in practice teaching."

From the Teachers' Association side, as soon as it was announced in the Board of Teacher Education that there were no funds ear-marked for the extended practicum, they called for emergency meetings of the three ATA regional sub-committees to discuss the strategy in their dealing with the government. They, like the

universities, decided to invite the other two organizations--universities and ASTA.

When, at last they met with the other groups, they chose Dean Anderson of the University of Lethbridge to be their representative on the Common Front Committee. Dean Anderson was chosen because he brought with him experience from Saskatchewan where he had had extensive experience with the University of Regina extended practicum program. He knew about politics of implementation. His Faculty of Education at the University of Lethbridge had had for a long time an extended practicum period of field experiences as well. In addition, it was pointed out that Anderson is an able, logical, forceful, persuasive and sincere man. Another reason was that the other two Deans were newly appointed and he had the longest tenure in this position. Besides, Dean Worth, having been in the government a few months before, did not want to take a lead against the very Department which he had led.

Following the press released and joint meetings, the Common Front Committee with representatives from the ATA, the ASTA and the university Faculties of Education was formally formed in February, 1977.

1. The Common Front Committee Composition. The universities were represented by Dean Anderson; the Alberta School Trustees' Association was represented by Dr. Proudfoot (who also was a member of the U of C Faculty of Education); and the Alberta Teachers' Association was represented by Mr. Jonson, the President. The committee chose Dean Anderson to be its leader.

2. The Common Front Committee Activities. After the formation of the committee, two meetings were held. The first Common Front meeting was held to formulate a proposal on funding the practicum for submission to the government.

Towards the end of February, 1977, the second meeting of the Common Front Committee was held. In this meeting, a sub-committee of the Common Front Committee was formed. The sub-committee members were: Dean Worth, Dr. Bride, Dr. Hrynyk and Mr. Maertz. The purpose of this committee was to revise the draft proposal on funding field experiences.

The final one and a half page proposal which the sub-committee produced on February 28, 1977 and submitted to the government early in March, 1977 did not request money for release time. In reference to release time, the statement stated:

> "Note 1--No provision is made for release time for cooperating teachers which requires employment of additional staff complement to provide for reduction in regular teaching assignments."

The ATA Concession on Release Time

The universities and the Trustees said that in the Common Front meetings, a lot of persuasion went on. It was in these meetings that the Alberta Teachers' Association was persuaded to forget their demand regarding release time for the moment. However, the Teachers' Association representatives interviewed said that they did not abandon their policy on release time and that they decided to cooperate for the good of the program, only for the duration of the present arrangement.

Although the teachers made concessions on release time, they seem to have gained a great deal of control over how the Faculties of Education expend the extended practicum special funds, as shown in the next section.

The Practicum Arrangement

Dr. Worth pointed out that during negotiations in the Common Front Committee, there was an agreement between the Faculties of Education and the Teachers' Association that the Association be consulted every year about how the special grant for the extended practicum would be expended. In other words, there is an annual arrangement that the two parties must negotiate.

This is seen as having an advantageous implication for the ATA in that it has given them a bit of a foothold in pre-service teacher preparation. That is to say, they have become party to the discussion about how the special grant is going to be spent at the university.

According to Dean Worth, it represents a very significant departure from past practice in which the university always spent money the way it wanted.

The practicum contract at each university is co-signed by four people, two from the Faculty of Education and two from the Teachers' Association.

At the University of Alberta, for example, the first contract was signed on July 21, 1977 for the 1977-78 academic year and the second on July 25, 1978, for the 1978-79 academic year.

The contract covers the following areas:

1. Honoraria.

2. Cooperating Teacher Initial Preparation, Selection and Continuing Education.

3. Secondment.

4. Faculty Consultant Services.

5. Student Teacher Support Services.

6. Program Development Implementation and Evaluation.

7. Consultation.

This arrangement is almost the same at each of the universities but with modifications to suit the local conditions.

In early March 1977, a meeting was held between representatives of the Common Front Committee and the Deputy Ministers of Education to exchange views and clarify the contents of the funding proposal.

The Minister of Education, on May 4, 1977, announced a new policy to the Legislature, as follows:

Ministerial Statement to the Legislature--May 4, 1977

> The Honourable Dr. Hohol, Minister of Advanced Education and Manpower, and I are pleased to jointly announce a significant advance in the teacher preparation program.
>
> Over the last number of months we have had extensive deliberations with Mr. Halvar Jonson, President of the Alberta Teachers' Association, with Dr. Alex Proudfoot, President of the Alberta School Trustees' Association, and with Dr. Robert Anderson, Dean of the Faculty of Education of the University of Lethbridge and representing the Universities of Alberta, Calgary and Lethbridge. These deliberations have now been successfully concluded to provide for an extended practicum for students in the Bachelor of Education degree program at Alberta's universities. We wish to publicly acknowledge the commitment and cooperation of these gentlemen in working with

us to reach consensus on this arrangement.

> The Government of Alberta, through the Department of Advanced Education and Manpower, will provide an implementation grant of $6 million which will be distributed among the Universities of Alberta, Calgary and Lethbridge in four annual payments of $1.5 million. This grant is in addition to the regular support of the universities by the province.
>
> Beginning this fall the universities will introduce a valuable program of practical classroom experience equivalent to thirteen full weeks field training for Bachelor of Education degree students. This will more than double the field experience presently provided. By 1981 successful completion of an extended practicum will be a requirement for professional certification.

(The Edmonton Journal, May 5, 1977:25)

It is important to point out that the Faculties of Education were asked by the government that they submit statements to the effect that they would take up the financial responsibility for the extended practicum after 1981. The Deans of the Faculties of Education so promised. But Dr. Hrabi, Associate Deputy Minister, said that the submission of these statements by the Faculties of Education was a political strategy in order to get the money. The universities cannot come up with that kind of money. They know they do not have the money and the government knows that they do not have the money.

## SUMMARY

In this chapter a description of key events or decisions leading to the formation of the policy regarding the extended practicum in Alberta teacher education has been presented.

The discussion of the events was presented chronologically according to issues as summarized below. The issues were

(1) the minimum requirement for teacher preparation; (2) internship; (3) the extended practicum; (4) funding; (5) administrative control; (6) release time; (7) Section 72 of the School Act.

# CHAPTER VI

## ANALYSIS OF THE POLICY DEVELOPMENT PROCESS

The analysis is presented on the basis of the conceptual framework of the study which, the reader will recall, is based on the systems approach.

Systems theory suggests that public policies are developed in response to forces acting upon the policymaking body from the environment in which that body operates. In this case, the policy-making body is a combination of the government and the BTEC. The system is made up of a variety of inputs which are processed and transformed into outputs.

In Chapter Five, it was found that the environment consisted of interest groups such as: the provincial ATA, certain locals of the ATA, the ASTA, the CASS, the Department of Advanced Education, the Department of Education and the three universities (Faculties of Education). The inputs were in the form of positions on issues such as: the minimum requirement for teacher preparation, internship, extended practicum, funding, release time, administrative control, and Section 72 of the School Act.

In this chapter the contribution of major group participants to the policy development process which led to the extended practicum in Alberta teacher education is analyzed.

Firstly, the issues identified as basic to the extended practicum policy in Alberta teacher education are stated (Research Problem #1).

Secondly, the major participants who provided input regarding those issues are listed (Research Problem #3).

Thirdly, the nature of the involvement of each group participant is discussed under the following headings:

1. Input according to the issue.
2. Position advocated on each issue.
3. Compatibility of group position with the final outcome.
4. Resources.
5. Effectiveness.

## BACKGROUND

### The Issues

As already indicated, seven issues were identified as having led to the policy regarding the extended practicum in Alberta teacher education. One of them--the minimum requirement for teacher preparation--was an antecedent to the extended practicum issue.

As already identified the issues were:

1. Minimum requirement for teacher preparation.
2. Internship.
3. Extended Practicum.
4. Funding.
5. Release time.
6. Administrative Control.
7. Section 72 of the School Act.

#### Minimum requirement for teacher preparation.

Under this issue, the questions to be answered were:

Can teachers be properly prepared in less than four years?

Is there any relationship between length of preparation and the quality of teachers produced?

Internship.

Under this issue, the questions to be answered were:

Should the internship be an integral part of the teacher preparation program?

Is it necessary to have an internship?

Extended Practicum.

Under this issue, the main question to be answered was:

How best can the Extended Practicum be organized?

Funding.

For this issue, the four main questions to be answered were:

Why should there be funding for the Extended Practicum?

Who should fund the program?

How should the funding be done?

How much is required?

Release time.

Under this issue, two questions had to be answered:

Should cooperating teachers have free time to work with student teachers?

Who should fund this release time?

Administration of the practicum.

Under this issue, the question to be answered was:

Who should administer the program?

Section 72 of the School Act.

Under this issue, the question to be answered was:

Were the universities and teachers violating Section 72 of the School Act in their discussions about release time?

## The Participants

The bodies listed below have been identified as having had some significant direct input into the policy development process leading to the extended practicum in Alberta teacher education at one point or another. The process as such is deemed to have started in November, 1966 in the Board of Teacher Education and Certification. Consequently, activities having occurred prior to that time, while they may have been important, are viewed as antecedents to the process and the groups associated with those activities are not considered as participants. By the same token, persons whose activities were aimed at promoting the development of a position within a group or organization rather than being directed toward the government in an effort to influence it, are not viewed as participants. Furthermore, the analysis of these internal activities as such, is beyond the scope of this study. The main thrust of the analysis is directed at groups rather than individual participants: individuals enter the analysis only as representatives of those groups involved.

## Interest Groups

1. Alberta Teachers' Association (Provincial)

   Dr. K. Bride, Coordinator of Professional Development
   Dr. B. Keeler, Executive Director
   Miss P. English, Former President
   Mr. H. Jonson, Former President

2. Alberta Teachers' Association (Calgary locals)

   Mr. N. Gass, Former President (Local 38)

Mr. A. Macarthur, Former President (Local 38)

Mr. D. Jeary, President (Local 38)

3. Alberta Teachers' Association (Edmonton locals)

Mr. L. Booi, Former U. of A. Practicum Associate and member of Local 37

Mr. T. Paszek, Former President (Local 54)

4. Alberta School Trustees' Association

Dr. L. Williams, Former Executive Director

Dr. A. Proudfoot, Former President

Mr. H. Gunderson, Former President

Mr. S. Maertz, Executive Director

Mr. W. Schmidt, Former Executive Director

5. Conference of Alberta School Superintendents

Mr. A. Myhre, Former President

Dr. G. Rancier, Superintendent of Schools (County of Strathcona)

6. Department of Advanced Education

Hon. L. Foster, Former Minister of Advanced Education

Hon. A. Hohol, Minister of Advanced Education

Dr. R. Bosetti, Associate Deputy Minister

7. Department of Education

Hon. L. Hyndman, Former Minister of Education

Hon. J. Koziak, Minister of Education

Dr. E. Church, Director, Special Educational Services

Dr. E. Hawkesworth, Deputy Minister of Education

Dr. J. Hrabi, Associate Deputy Minister of Education

8. Universities

University of Alberta

Dr. H. Coutts, Former Dean of Education

Dr. F. Enns, Former Acting Dean of Education

Dr. M. Horowitz, Vice-President (Academic) and Former Dean of Education

Dr. W. Worth, Dean of Education

University of Calgary

Dr. J. Macdonald, Former Dean of Education

Dr. R. Lawson, Dean of Education

Dr. G. de Leeuw, Former Director of Field Experience

University of Lethbridge

Dr. R. Anderson, Dean of Education

The above have been included because they participated in the development of the extended practicum policy. Except for P. English, L. Williams, H. Gunderson, W. Schmidt, G. Rancier, L. Foster, A. Hohol, L. Hyndman, J. Koziak, E. Church, and J. Macdonald, the individuals included in this list were interviewed for this study.

## ANALYSIS OF INVOLVEMENT

Issue by issue, in the materials which follow, interest group involvement in the policy development process is analyzed in the following categories: input, position advocated, and compatibility of position with the final outcome.

### The Minimum Requirement for Teacher Preparation

At the time when the minimum requirement became an issue, teacher preparation for initial certification in Alberta was two years. Certain members in the BTEC, particularly the ATA representatives, wanted the preparation of teachers to take four years.

The ATA (Provincial)

1. Input

The ATA sources for input on this issue have been position papers, seminars, research studies and participation in the BTEC in which they had representatives and in which there were representatives from other principal groups, the government included.

2. Position Advocated

The ATA was in favour of four years as the minimum requirement for teacher preparation. Their representative on the BTEC in 1966 moved that the minimum requirement be increased from two years to three years. In 1969 another ATA representative on the BTEC moved that the minimum requirement for teacher preparation be increased from three years to four years.

3. Compatibility of ATA Position with Final Outcome

As far as can be determined there seems to be no disagreement between the ATA position and the final outcome of this issue. The ATA demanded four years minimum requirement and they got four years minimum requirement.

The Alberta Teachers' Association (Locals)

The locals were publicly involved only in the release time issue. As such the analysis of their involvement is dealt with only under release time and other activities related to release time.

The Alberta School Trustees' Association

1. Input

It appears the ASTA provided input on this issue through participation on the BTEC and through a position paper (ASTA Handbook; 1964:31).

2. Position Advocated

The ASTA, like the ATA, was in favor of increasing the minimum requirement from two to three years and then from three years to four years.

3. Compatibility of ASTA Position with the Final Outcome

Since the ASTA was in favour of the increase of the duration of the program to four years, there was no disagreement between its position and the final outcome.

Conference of Alberta School Superintendents (CASS)

It seems the Conference of Alberta School Superintendents, as an organization, did not contribute to the discussions leading to the increase of the minimum requirement for teacher preparation. The CASS representative interviewed indicated that the CASS was not in existence in 1966. This explains why they did not participate in discussions related to this issue.

Department of Advanced Education

The Department of Advanced Education did not participate in discussions leading to the four-year minimum requirement for teacher preparation. In 1966, when the issue started, the Department of Advanced Education was not in existence. When the Department was created in the early 1970's, the issue was almost resolved.

Department of Education

1. Input

The Department of Education's input to this issue appears to have been mainly through the Board of Teacher Education and Certification. They used their representatives, one of whom was

Dr. Church, Director Special Educational Services. The input for this issue was in response to the demand by the other groups represented on the Board.

2. Position Advocated

The Department of Education's position seems to have vacillated. This is demonstrated by the fact that on December 14, 1966, the Chairman told Board members that the Minister's reaction to their recommendation on minimum requirements was favourable, yet on October 30, 1967, the Board was told that the Minister had turned down the recommendation because of teacher shortage.

It appears that a correct assessment of their position would be that from the information available, the Department's position on minimum requirement was not clear. Definitely the Department did not have an official position prior to the demands made in the Board.

3. Compatibility of Department Position and the Final Outcome

Given the ambiguous position of the Department of Education above, it appears the compatibility of their position with the final outcome is difficult to assess. Their position would have been compatible with any outcome. Had the outcome been that no extension of the minimum requirement for teacher preparation, the government's position would have been compatible with it.

Universities

1. Input

The universities' input for this issue was mainly through the BTEC. As it turned out, they did not have an official policy regarding the extension of minimum requirement for teacher preparation

to four years.

2. Position Advocated

The universities' position on the issue, as soon as it came up in the BTEC, was quite clear. The universities were in favour of more time for teacher preparation, including a degree. Their position was as firm on this issue as the Teachers' Association. Representatives of universities, such as Dr. Coutts, at the University of Alberta, made their position clear by pointing out that students were in favour of four years and that other universities across Canada were moving in that direction.

3. Compatibility of Position with Final Outcome

The universities demanded four years' minimum requirement for teacher preparation, including a degree. The outcome was as they demanded.

Internship

As has already been discussed in Chapter V, the issue was whether internship should be included in teacher education preparation.

Alberta Teachers' Association

1. Input

The Association's sources for input were the Field Experience Committee and the BTEC on which they had representatives. They also provided input through position papers on internship.

2. Position Advocated

The Teachers' Association was in favour of internship. In

1967, prior to the demand for internship, the Association had a policy calling on universities to include internship in teacher preparation. In other words, they wanted it to be pre-service instead of inservice. They wanted it to be compulsory instead of voluntary as it was then. The reason for making it compulsory was to make it effective. They wanted it to be a full semester.

3. Compatibility with Final Outcome

The outcome of this issue was not realized because it was abondoned along the way when the concept of an Extended Practicum set in.

Alberta School Trustees' Association

1. Input

The Alberta School Trustees' Association provided input through the Board of Teacher Education and Certification. There appears to have been no other sources through which they provided input on this issue.

2. Position Advocated

The ASTA was in favour of internship. Some school boards, as already discussed in Chapter IV, have had internship since the summer of 1949. Then the internship was voluntary. Like the Teachers' Association, the ASTA wanted it to be compulsory and to be an integral part of the teacher preparation program. They had a policy in 1968 urging the requirement of a compulsory one-year period of internship as part of the degree and certification requirements for teachers. (ASTA Handbook, 1975:35)

3. Compatibility with Final Outcome

As already discussed under Teachers' Association, this issue was abandoned before it was resolved. It was disposed of after the government introduced the concept of the Extended Practicum.

Conference of Alberta School Superintendents

1. Input

The Conference of Alberta School Superintendents did not participate when discussions started because the organization was not in existence at the time. However, when the organization was created, in the mid-1970's they provided input through position papers, briefs and participation in the BTEC.

2. Position Advocated

The Conference of Alberta School Superintendents was in favour of the internship. In its brief in April, 1975, two points in support of internship were made:

1. The internship should be the responsibility of the school jurisdiction.

2. The internship should be a full school year equivalent in the last year prior to certification and employment. It should involve a return period to the university.

In other words the CASS advocated for the internship to be an integral part of the teacher preparation program.

3. Compatibility with Final Outcome

There was no outcome to the issue.

Department of Advanced Education

The Department of Advanced Education did not participate in this issue.

Department of Education

1. Input

The Department of Education provided input into this issue through policy statements and through the Board of Teacher Education and Certification.

2. Position Advocated

The Department of Education was in favour of internship. As has been discussed in Chapters IV and V the Department of Education introduced internship in the summer of 1949, and in 1960 the Department began to compensate boards at the rate of five dollars per day per intern.

3. Compatibility with Final Outcome

There was no final outcome on this issue.

Universities

1. Input

The universities' input for this issue was through the Board of Teacher Education and Certification and through position papers.

2. Position Advocated

The universities were in favour of internship, but they did not accept the idea that it be made compulsory. They did not think that it should be an integral part of the teacher preparation. They wanted the internship to be the responsibility of the Teachers' Association. They also wanted it to be inservice instead of pre-service. This position was taken by Dr. Coutts in a position paper he presented to the BTEC on December 16, 1971, and was supported by the other universities' representatives on the BTEC.

3. Compatibility with Final Outcome

There was no outcome for this issue.

The Extended Practicum

In 1972 when the extended practicum became an issue, field experience programs at the Universities of Alberta and Calgary were between six and eight weeks long. The government and the representatives of the ATA, ASTA, and Universities wanted this period to be extended.

Alberta Teachers' Association

1. Input

The Teachers' Association's input was provided through their representatives on the BTEC, the Universities' Field Experience Committees, through Research Monographs in 1972 and 1974, Reports in 1973 and 1975, Seminars in 1974 and 1975, and interim position papers in 1974.

2. Position Advocated

The Association was in favour of the extension of field experiences from six weeks to one semester or equivalent. A six or eight week period of afternoons was considered too short to cover this important aspect of teacher preparation, in which valuable lessons such as understanding student behaviour, and how to maintain discipline are learned. Short periods did not provide continuity and follow-up on the lessons that the student had started. Cooperating teachers did not have enough time to work with student teachers.

3. Compatibility with Final Outcome

The Association's position was compatible with the final resolution of the issue. They demanded the extension of the practicum

from six or eight weeks to one semester of full-time practice teaching, and thus was achieved in the new policy.

Alberta School Trustees' Association

1. Input

What could be determined from what Dr. Proudfoot and Mr. Maertz said is that, in addition to the Board of Teacher Education and Certification, and the Field Experience Committee on which their representative, Mr. Schmidt was the Chairman, the other sources, for input for the Extended Practicum for the ASTA, were policy statements and resolutions. Unfortunately, some of these policy statements and resolutions were oral: they were not written.

2. Position Advocated

The Alberta School Trustees' Association was in favour of the Extended Practicum. The reasons given for this position were that more time would provide for rural experience, improve the quality of field experiences, provided recruiting mechanism, and would be a mechanism for the reduction of teacher drop-outs.

3. Compatibility with Final Outcome

Their position was reflected in the final outcome.

Conference of Alberta School Superintendents

1. Input

The CASS provided input into this issue through position papers and through the ATA Annual Teacher Education Conferences. The CASS was represented on the BTEC. The CASS was asked by each university to have a representative on their advisory committees. In the Edmonton region, for instance, Mr. Al Myhre represented the CASS on the Field

Experience Advisory Committee at the University of Alberta. The CASS also had direct representation to the government on the issue.

2. Position Advocated

It should be noted here that CASS developed a position on Extended Practicum partly as a reaction to the "Larson Report", April, 1975, but also because each superintendent has a concern in establishing and maintaining standards within the school jurisdiction for which he is responsible. In view of this concern, the CASS took the position that a greater emphasis on practical field experience of extended duration prior to certification as compared to existing programs should be required.

3. Compatibility with Final Outcome

The CASS position was compatible with the final outcome on this issue.

Government (Two Departments of Education)

1. Input

The government input was through the BTEC and research studies such as the Hawley and Bacon reports. The government also provided input through letters to various interest groups.

2. Position Advocated

Although groups have had policies and resolutions on the extension of field experiences, it was the government which brought the concept of the Extended Practicum first in 1972. The government pointed out to the groups that the government would be prepared to implement the four-year minimum requirement if it included a one semester of Extended Practicum. In short, the government was in

favour of an Extended Practicum.

3. Compatibility with Final Outcome

The government position was compatible with the final outcome on this issue.

Universities

1. Input

In addition to the BTEC and the Field Experience Committee (FEC) of the BTEC on which they were represented, the universities had their own FEC's on which other groups such as the ATA provincial, the ATA locals and the CASS were invited to participate in an advisory capacity, the universities provided input through research studies. In 1976 the Faculty of Education at the University of Calgary, as a result of the Buckmaster study, recommended the extension of field experiences. In 1977 the Undergraduate Studies Revision Committee in the Faculty of Education at the University of Alberta had a study which recommended a minimum of thirteen weeks of field experiences. However, the University of Alberta had taken this position long before 1977.

2. Position Advocated

The universities favoured the extension of field experiences. The University of Lethbridge, for instance, has had, from the beginning, a one block of Extended Practicum. The University of Alberta, since 1972, has had a number of experimental Extended Practica in both the elementary and secondary B.Ed. Programs. The University of Calgary implemented the University Associate concept. These university associates worked with professors, students in training

and cooperating teachers in the field. The main reason given by the universities was that an Extended Practicum would improve the balance between teacher-training theory and practical experience.

3. Compatibility with Final Outcome

The universities' position on the issue was compatible with the final outcome.

Funding

Funding became an issue when the government rejected the Board's recommendation that the government provide funds for the extended practicum.

Alberta Teachers' Association

1. Input

The Association provided input through: letters to the government and the university boards of governors, through submissions to the government, through the Common Front Committee, news releases, direct representation to the Minister, through the BTEC, seminars and reports.

2. Position Advocated

The Association supported funding for the Extended Practicum because it was an additional program which demanded more time on the part of cooperating teachers. For this reason money was needed to provide release time, honoraria and preparation of cooperating teachers. They also demanded that the government be responsible for providing the funds and that the funds should be channelled through the universities. They suggested $300 per student.

3. Compatibility with Final Outcome

When the government agreed, in the end, to provide funds for the extended practicum, there was no provision for release time. Honoraria and preparation for cooperating teachers, however, were provided for. So the Association's position was partially compatible with the final outcome on this issue.

Alberta Teachers' Association (Calgary and Edmonton Locals)

1. Input

The ATA locals did not have direct access to the BTEC or government. They provided their input through the universities, and the ATA provincial. At both the University of Calgary and the University of Alberta, the locals were represented on Faculties' Committees. In addition, they provided their input through newsletters.

2. Position Advocated

The locals' position was that the Faculties of Education at the Universities of Calgary and Alberta should provide enough funds for release time. They also held, temporarily, the position that they would not cooperate in the Extended Practicum program if enough funds for release time were not provided.

3. Compatibility with Final Outcome

There was no agreement between the locals' position and the final outcome. The government did not give the universities funds to provide release time. In fact, the government's instruction to the universities was that no funds were to be used for the provision of release time.

Alberta School Trustees' Association

1. Input

It appears the ASTA used three sources to provide input for this issue. The sources were the BTEC, the Common Front Committee (CFC) and the news conferences on January 6, 1977.

2. Position Advocated

The position presented to the BTEC by Dr. Williams, as reiterated by Dr. Proudfoot and Mr. Maertz in the interviews, was that funding of the Extended Practicum should be through the school boards instead of the Faculties of Education. The ASTA did not think it right to provide funds for release time and honoraria. They pointed out that it was a professional responsibility that teachers help in the preparation of teachers. They, however, recognized that the Extended Practicum was an additional program which needed additional funds for the preparation of cooperating teachers, for rural placement, for consultant travels and program development.

3. Compatibility with Final Outcome

The demand by the ASTA that the school boards be entrusted with full financial responsibility for the Extended Practicum program did not materialize in the final outcome. However, some of their demands such as funds for preparation of cooperating teachers, and rural placement were financially provided for.

Conference of Alberta School Superintendents

1. Input

The CASS input for funding appears to have been position papers in 1975 and 1977. Although the CASS was represented on

the BTEC, there are no records to show that they used that source to provide input for this issue.

2. Position Advocated

From a position paper presented to the ATA Annual Teacher Education Conference at Barnett House, by Dr. G. Rancier on May 7, 1977, three days after the announcement by the Minister of Education of the implementation of the new policy, it appears that CASS's position was that funds for field experiences should be channeled through the school boards.

Their position states:

> 1. The school system should be reimbursed by the Department of Education for:
>
> (a) administrative costs;
>
> (b) student teacher maintenance costs.
>
> 2. Funds referred to above could be partially derived from funds normally allocated to and by the university for the fourth year equivalent time now directed to field experience and in-class instruction or as was proposed for the Extended Practicum. (Superintendents' 1975 Position on Teacher Certification in Alberta, May 7, 1977:4)

The CASS also held the position that cooperating teachers should not be paid for their services. In other words, there should be no funds for honoraria.

3. Compatibility with Final Outcome

The final outcome provided for honoraria and did not give financial responsibility to the school systems. In this respect, there was no compatibility between the CASS's position and the final outcome of this issue.

Government (Departments of Education)

1. Input

The government provided input through the BTEC, letters to the universities, meetings with the Common Front Committee. Some of the Departments' representatives attended seminars that the ATA promoted.

2. Position Advocated

The funding question went through two phases--first, in relation to the Extended Practicum, and, secondly, with respect to release time. Initially, the government's contention was that the Extended Practicum should not cost a cent more. The government felt that because the Extended Practicum was an integral part of the four year degree program in education, the Faculties of Education would have to take something out of the program. What was taken out should pay for what was put in. In other words, the extended practicum should be funded through the regular budget of the Faculties of Education. However, the government was made to recognize that the universities needed an adjustment period during which the universities needed funds for implementing the new program.

In the second phase, which involved release time, the government position was that they were not prepared to buy release time, because it would mean adding staff to public schools and it would be costly.

The government also pointed out that release time was an intrinsic element of working conditions and properly a matter for discussion by boards and teachers at the bargaining table.

3. Compatibility with Final Outcome

The overall outcome is that the government agreed to fund the Extended Practicum, but with no provision for release time. So the government's position was not compatible with the final outcome on the stance not to fund the Extended Practicum, but was compatible with the final outcome on their stance against release time.

Universities

1. Input

The universities input was through the BTEC, the CFC, letters and submissions to the government and through news conferences. Some universities asked for special meetings with the government. The universities of Calgary and Alberta appear to have utilized this source. They also used proposals.

2. Position Advocated

The universities made their position simple and clear. They did not have the money to implement the new program. The new program would require honoraria for cooperating teachers, cooperating teacher initial preparation, selection and continuing education, secondment of teachers to the Faculties of Education, faculty consultant preparation, student teacher support services, program program development, implementation and evaluation, and consultation.

For these additional items, the universities demanded additional funds. They suggested that in the initial years of the

program monies for the funding of the Extended Practicum be granted to the Faculties of Education by the government and be placed in trust for the operation and administration of the Extended Practicum.

3. Compatibility with Final Outcome

The universities asked the government to provide funds for the Extended Practicum. In the end, the government granted funds. The universities' position on this issue was therefore compatible with the final outcome.

Release Time

The positions of the different principal participants have been examined in detail in Chapter V. The discussion of this issue in this section is very brief.

Alberta Teachers' Association (Provincial)

1. Input

The Association provided input through seminars, policy resolutions, submissions, letters to the government and universities, research monographs, reports, meetings with universities and government, and participation in the BTEC.

2. Position Advocated

The position was that there should be release time for cooperating teachers and that money should be provided for it.

3. Compatibility with Final Outcome

The final outcome shows no compatibility with the Association's position. The final outcome has no provision for release time.

Alberta Teachers' Association (Locals)

1. Input

The locals did not have access to the main source of input, the BTEC that the principal group participants had. They had to provide their input through universities Field Experience Committees and through the provincial ATA. In addition, they used newsletters, some of which found their way into the Department of Education and university offices.

2. Position Advocated

The locals' position was that cooperating teachers were going to spend more time with student teachers and that their duties in this regard had been more than doubled. They demanded free time to work with student teachers. In order to have free time to work with a student teacher, someone else had to be hired to be responsible for the class.

It appears there was no way this free time would be provided without making funds available for this purpose. The locals therefore demanded funds to provide release time. It appeared inevitable that the locals demanded funds if they needed release time.

3. Compatibility with Final Outcome

The locals did not get funds for release time, neither did they get release time itself. This boiled down to the fact that release time was dependent on the availability of funds.

Alberta School Trustees' Association

1. Input

There were three sources through which the ASTA provided

input: the Board of Teacher Education and Certification, the Faculties of Education Joint Advisory Committees on the Extended Practicum, and the Common Front Committee.

2. Position Advocated

As discussed in Chapter V under "Release Time", the position the ASTA held on this issue was that cooperating teachers should not have release time and therefore funds for release time were not necessary.

3. Compatibility with Final Outcome

The final outcome was that release time was not provided for. The compatibility of this position with the final outcome was therefore very strong.

Conference of Alberta School Superintendents

The Conference of Alberta School Superintendents as an association did not take a stance on this issue and did not participate in activities related to release time. However, individual opinions seem to indicate that some time was necessary for the cooperating teacher to be free from his/her normal duties.

Government (Departments of Education)

1. Input

The input by the government was provided through the Board of Teacher Education and Certification, letters to the universities, representation at the ATA seminars and the universities advisory joint committees on Extended Practicum.

2. Position Advocated

The government's position was not on whether there should be release time or not. Along this line, the government appeared to have

taken no stance. All they did was to refuse to provide funds which would be used to buy release time for the reasons already stated elsewhere. So from the government point of view, it was not so much a matter of disagreement with the major contention of the ATA that cooperating teachers needed to be relieved of some of their formal teaching responsibilities in order to serve as supervisors of student teachers, but a great fear that this might lead to other requests of a similar type.

3. Compatibility with Final Outcome

If the refusal to provide money for release time is taken to mean a stance against the concept of release time, then the government's position would be compatible with the final outcome. But it appears the government did not take any position for or against release time.

Universities

1. Input

The universities provided input through seminars. Faculties of Education Advisory Joint Committees on Extended Practicum, letters to the ATA and to the government, special meetings with government officials, the Common Front Committee and the Board of Teacher Education and Certification.

2. Position Advocated

In Chapter V it has been pointed out that the position was neither for nor against release time. From the universities point of view, it was not so much a matter of agreement or disagreement with the concept of release time but a lack of financial resources to

cover the expenditure of the new program in general and release time in particular. In general, the universities were supportive of the principle of acceptable working conditions for teachers, but they did not have the money to provide release time.

3. Compatibility with Final Outcome

Given the middle of the road position that the universities followed on this issue, to determine whether the position was compatible or not compatible with the final outcome appears to be futile. The best way to categorize their position would be that it was neither compatible nor incompatible with the final outcome.

Administrative Control

The issue here was whether the extended practicum should be administered by the Faculties of Education or by the school boards.

Alberta Teachers' Association (Provincial)

1. Input

The sources the Alberta Teachers' Association used for the input into this issue were: seminars, field experience committee of the BTEC and the BTEC itself.

2. Position Advocated

The Association's position was that the responsibility of an integral program of field experience should be shared by the universities, the trustees' and teachers' associations. It was suggested that the association's administrative participation should include recommending final grades that the student teachers were to get.

3. Compatibility with Final Outcome

The final outcome appeared to be a compromise. Cooperating teachers seem not to have a final say in the final grade a student teacher should get. However, there seems to be an increased share for teachers in decision-making about teacher education. The ATA has to be involved in respect to decisions regarding the expenditure of the Extended Practicum funds.

Alberta School Trustees' Association

1. Input

The only source the Alberta School Trustees' Association used for their input into this issue was the Board of Teacher Education and Certification.

2. Position Advocated

The ASTA's position was that the administration of the field experience component in teacher education programs be transferred to the school boards and school committees of the Province. This position seemed to advocate for complete control of field experiences with no reference to the universities. The position further suggested that a contract with respect to the training of teachers would be between the Minister of Education and School Trustees.

3. Compatibility with Final Outcome

The School Boards, except in the selection, training and compensation of cooperating teachers in which the universities consult them, have no administrative control over field experiences. The ASTA's position, therefore, was not compatible with the final outcome.

Conference of Alberta School Superintendents

1. Input

The CASS provided input through the May 1977 ATA seminar, position papers such as "Superintendents' 1975 Position On Teacher Education in Alberta" and the Board of Teacher Education and Certification.

2. Position Advocated

Like the ASTA, the CASS wanted the Extended Practicum to be the responsibility of the school jurisdiction so that they would structure meaningful experiences in the schools in conjunction with the universities and the ATA.

3. Compatibility with Final Outcome

As was determined under the ASTA position above, the CASS's position was not compatible with the final outcome.

Government (Departments of Education)

1. Input

The government provided input into this issue through the Board of Teacher Education and Certification, seminars, reports and conferences.

2. Position Advocated

As stated by Dr. Hawkesworth to the Conference on Cooperation in Teacher Education in April, 1972, the government's position seemed to call for a cooperative action by the faculties, school boards, teaching profession and the Department of Education to make possible a transition to a more meaningful and extensive practicum.

This position seemed to have been taken on the understanding that the role of the university in teacher education was large.

The government position was a compromising situation in which all the major groups would be involved in having a piece of the action.

3. Compatibility with Final Outcome

To the extent that the universities, although they are responsible for the program broadly, consult with the Teacher's Association, the school boards and the government, the government's position was compatible with the final outcome.

Universities

1. Input

It appears that the main and the only source the universities utilized to provide input into this issue was the Board of Teacher Education and Certification.

2. Position Advocated

The universities took the position that as long as the Extended Practicum was an integral part of the teacher preparation program, as long as the Extended Practicum would be a pre-service program, and as long as the aim in extending field experience was to integrate theory and practice, the administration of field experience should be the responsibility of the universities.

In view of this, the universities' representatives on the Board of Teacher Education and Certification were opposed to any suggestion that the ATA and the ASTA undertook the administration of student teaching, including recommending final grades.

3. Compatibility with Final Outcome

The position the universities took was very compatible with

the final outcome. The administrative responsibility of the program is that of the universities, although they have to consult with other agencies in certain aspects of the program such as the expenditure of the Extended Practicum special grant.

Section 72 of the School Act

Section 72 of the School Act became an issue when the ASTA President, Mr. A.C. Bunney wrote to the universities' Presidents suggesting that the Faculties of Education were violating Section 72 of the School Act by attempting to negotiate an extended program with the teachers without any reference to the school boards. The groups that participated in this issue were: the ASTA, the ATA (Provincial) and the Department of Education.

The ASTA

1. Input

The ASTA input was through a letter which Mr. A.C. Bunney wrote to the Presidents of the three Alberta universities.

2. Position Advocated

The ASTA position was that the Universities had violated the School Act by negotiating an extended practicum program with the ATA instead of negotiating with the school boards.

3. Compatibility with Final Outcome

There was no final outcome on this issue. In other words the issue was not resolved.

The ATA

1. Input

The ATA consulted a lawyer and obtained a legal opinion on

the matter on September 30 and December 29, 1975. The legal opinion then became their input into the issue.

2. Position Advocated

The ATA's position was that the universities did not violate the School Act. The reason given for this position was that while it was an obligation of the board to permit student teachers to enter schools, there was no way this could not be construed as granting the boards the authority to tell teachers to serve as cooperating teachers.

The legal opinion obtained by the ATA supported this position.

3. Compatibility with Final Outcome

There was no solution to the problem.

The Government (Departments of Education)

1. Input

The Department of Education obtained legal opinion on this issue on November 13, 1975. The legal opinion the Department of Education obtained was communicated to the ATA.

2. Position Advocated

The records do not show the position the Department took on the issue. However, the legal opinion they obtained cast doubt on the legal opinion that the ATA had obtained earlier. As a result, the ATA obtained a second lawyer's opinion. The second ATA lawyer's opinion supported the first lawyer's opinion.

3. Compatibility with Final Outcome

There was no solution to the problem.

## ANALYSIS OF RESOURCES AND EFFECTIVENESS

Resources referred to here are organizational resources. These group resources are defined as the factors affecting the capabilities of the interest group in achieving its goals. For the purpose of this study, the identified resources for the participant groups are: leadership, persuasiveness, commitment, continuity, experience, support and money.

Effectiveness is here defined as the capacity of an interest group to achieve its goals vis-à-vis government. Interest groups obviously have several goals, but in this section, the researcher is concerned with those that are political.

In this section, therefore, an attempt is made to analyze the resources and effectiveness of each interest group, which was involved in the development of the extended practicum policy, in a generalized form.

### Government (Departments of Education)

Resources. Undoubtedly, the government, particularly the Department of Advanced Education, was the most powerful group. The other principal groups saw the government as the most powerful and ranked it number one. The government was considered the most powerful in all this because they have to make the final decision. They had to say "yes" or "no" on all the programs proposed because they have the economic power.

They were not by any means the most influential in setting the policy, but in actual making the decision of what would happen, they "called the shots".

The leadership in the government seemed to be interested in the concept of the Extended Practicum. Both Ministers of Education, L. Hyndman and J. Koziak, were interested. This interest was offset by the fact that they were not prepared to fund the Extended Practicum.

So in the context of the whole policy development process, the government was viewed as having provided very little leadership.

As Dr. Worth pointed out, this was understandably so. He said:

> In the preceding three or four years the relationship between the government and the universities had become very much strained because the universities felt that the government was impinging more and more upon the universities' autonomous rights.

So the government's view on this was that if they provided leadership, there would have been no followership. The followership would have been resentful in the universities. The universities would have dug in their heels. So purposely the government took to the back seat.

Effectiveness. The government appears to have been regarded as highly anti-education and highly disinterested in anything educational. The reason for this was the fact that they were not prepared to fund the program and that they took the back seat.

So they were considered to be negatively effective.

Alberta Teachers' Association (Provincial)

Resources. The Alberta Teachers' Association was generally viewed as being powerful. The other principal groups: ASTA, CASS and the universities saw the ATA as the second most powerful group.

The Department of Advanced Education was considered the most powerful group.

However, it should be noted that, except for the release time, these groups were not in an adversary situation on the Extended Practicum question.

The ATA, certainly, was the second most powerful group in the sense that they held the power to cooperate or not to cooperate as to what happened at the U. of A. in 1975 over the release time issue. It was a negative weapon, though, in the sense that it could not create anything. It would stop implementation of the Extended Practicum in trying to push the government and the universities into some kind of compromise.

A strong element of the ATA resources was their leadership. There was continuity in the ATA provincial leadership provided by people like Dr. Bride and Dr. Keeler.

As Mr. L. Booi pointed out to the researcher, Dr. Bride, for instance, was involved with the Extended Practicum development process all the time. He stayed with it. He represented the Association's viewpoint extremely well. He did not give in. He was very persistent and he seemed to be extremely knowledgeable on the matter. He was committed to quality education, a meaningful role for teachers and above all, quality teacher education. In fact, he was a vital link in coordinating the activities in all three universities.

The university, ASTA, Department of Advanced Education, Department of Education, and local ATA personnel changed from time to time, so he provided the thread of continuity that would otherwise be missing.

Except for the release time, the ATA seemed to command solidarity among its members. At the local level in both Calgary and Edmonton, the Public School and Separate School ATA locals consulted with each other before taking a decision on an issue.

Effectiveness. The ATA was generally persistent and methodical in its participation in the policy development process. For almost every issue the ATA had seminars. Other principal groups were invited to participate in these seminars. These seminars helped the ATA to present a united front.

Following the seminars the ATA produced a position which would generally be supported by other groups.

In general, it appears that the ATA demonstrated a reasonably high degree of effectiveness in participation in the policy development process leading to EP in Alberta teacher education.

However, it should be pointed out that it seems that the ATA was very ineffective over the release time issue because it lost control of the locals in 1975.

Alberta School Trustees' Association

Resources. The Alberta School Trustees' Association was viewed as the third most powerful group because, indeed, it has some power it willed. It gave access to the schools. It influenced the government in terms of shaping the life of the practicum, the experiences of the practicum and the selection of teachers to serve as cooperating teachers.

It went along with such additional parts of the program as providing university associates. They had power, here, to say yes or no.

The ASTA's power was positively used and was not as strong as the ATA's because the ATA, probably, has greater control of policy in general among the teachers than the ASTA has control over all of the boards. For example, the local board in Calgary, might have said they would not permit their teachers to cooperate with the demands considered to be unreasonable, while the boards in Edmonton and Lethbridge could have taken different positions. There is the probability that there would have been less unity among the boards than among the ATA regional councils, although the regional councils did vary somewhat in their orientation, particularly in relation to the release time question.

In any case, if some teachers disobeyed the instructions from the ATA, they would be charged with unprofessional conduct.

Politically, the two appeared to have the potential power to balance each other off. This made the formation of the Common Front Committee possible because they seemed to realize that each would not do without the support of the other.

From the viewpoint of a number of support personnel attached to the ASTA headquarters, the ATA support was unmistakably greater.

On some issues, like control of the finance and the program in general, the ASTA had no obvious allies in their stand. The ATA, except for the release time, had support from the universities and the Department of Education.

The ASTA leadership seemed to be unstable, particularly between 1974 and 1976. As a result there was no continuity of stance.

It must be pointed out at this juncture that this fluctuation of leadership seemed to have been the characteristics of the 1973-1976 period.

There was an Acting Dean and then a new Dean in 1976 at the University of Alberta, a new Dean in 1976 at the University of Calgary, new Director and new President in the ASTA in 1976, new Minister of Advanced Education in 1975 and a new Minister of Education in 1975.

It appeared that this situation worked to advantage that there would be a new set of people. These new people were not committed to certain points of view about the Extended Practicum so they were able to work out a new arrangement.

However, it must be pointed out that this was not the only explanation for the greater progress towards solution in the 1976-77 period. If the same people had remained pretty much the same resolutions would have occurred but may not be as smoothly and as quickly.

Effectiveness. The effectiveness of the ASTA in promoting its official view appeared to be relatively low. There seemed to be the lack of strong and widespread support from the trustees' ranks. Some of the policies that the ASTA brought to the BTEC did not have the trustees' rank and file blessing. Some of their policies are not understood by the rank and file because they are not written. This is demonstrated by their unwritten rural experience policy. It is not written. The school boards do not know it exists. But as Stan Maertz pointed out, he and Dr. Proudfoot in demanding

rural experiences, believed that this was what the school boards would like to see happen.

It appeared that the limit in the support the ASTA got from their rank and file was due to the fact that they did not consult with their supporters.

Universities

Resources. The Universities' resources seemed to have been limited to collaboration, persuasion and leadership in an intellectual sense.

Both in the BTEC and in the Common Front Committee, universities appeared to lead. Their ideas were supported in the BTEC. In the Common Front Committee, Dean Anderson provided leadership on behalf of the universities and on behalf of the Common Front Committee. However, the universities, because they lacked what can be termed "raw power" that the other groups commanded, they were considered the least powerful in this whole situation.

They had very little power in the sense that once they were told by the government that they would have the Extended Practicum, they did not have the choice because they were told if they did not have the Extended Practicum by a certain date, then their students would not be certified.

On the other hand, if they were told by the ATA that unless they had enough money to pay for release time, they would not cooperate, they had no choice here either.

The only power the universities had was the power to cooperate. Paradoxically, this is a very interesting situation, given the fact

the Universities are responsible for the actual operation of the Extended Practicum. The administration and funds for the Extended Practicum are in the control of the universities.

In terms of finding the solution with the ATA, the universities, particularly the universities of Alberta and Calgary, worked in collaboration with the ATA, not of course agreeing to all their demands. They tried as much as possible to facilitate agreement with the ATA through a long chain of large and small group meetings. Many of them very informal. They tried to move through these informal, collaborative brainstorming, idea-sharing procedures in order to get support. These common procedures helped to try and get as much common ground, as much good feeling, as much understanding and as much communication as possible before they actually reached the level of formal decision.

A point should be made that it was sometimes difficult for the Faculties of Education representatives to know at what level--local or provincial--they should make contacts with the ATA.

Effectiveness. The universities appear to have been very effective in arriving at the solution. The Deans were able to persuade the other two groups to come together in order to resolve their differences before approaching the government on the funding issue.

Dr. Anderson, representating the three universities, was considered a key figure in persuading the members of the Common Front Committee and in persuading the Ministers that this was the way to go, that the rural component of the Extended Practicum could

be achieved, that there was necessity for some money initially and that this money might be coming out of the universities in the long run.

In summarizing this section on resources and effectiveness, it is obvious that the government was the most powerful group because they controlled the money. The ATA was the second most powerful group. Their power lay in the numerical support, continuity of leadership and the use of raw power. The ASTA was the third most powerful in that they had the power to cooperate or not to cooperate. But they did not have the numerical support that the ATA had.

The Universities, did not have the economic power, and they did not have the power to withdraw as the other groups. However, they had the power to persuade.

Although the government, the ATA, and the ASTA had this power, they were not the most influential; the universities were.

## SUMMARY

In this chapter, the participation of each group has been analyzed. The analysis of the role played by each group in the policy development process has been based on the input, position and compatibility of the group's position with the final outcome for each issue. This discussion was followed by the analysis of the resources and effectiveness of those resources in the context of the whole policy development process.

The analysis was also based on the conceptual framework of the study--the system approach.

In order to show clearly the gains or losses in relation to each group a policy analysis--Extended Practicum, is presented below.

This policy analysis focuses on four major areas: minimum requirement for teacher preparation, extended practicum, financing and control/supervision in relation to the principal groups: ASTA, ATA, BTEC, CASS, government and universities. The BTEC is here treated as a group because it was the BTEC which made recommendations to the Minister. For that reason it must be included to show the position taken in the BTEC as a result of the discussion.

| Group | 4 year B.Ed. Program | Extended Practicum | Financing | Control/Supervision |
|---|---|---|---|---|
| GOVERNMENT | Accepted by government on condition that it include one-semester Extended Practicum. | Accepted if:<br>a) extended practicum be at least one semester;<br>b) within normal budgets of universities.<br>To be implemented by 1977 graduates. | Within normal budgets of universities. Granted additional funds.<br>Not prepared to provide universities with substantial additional funds to provide for "release time" should be negotiated at the bargaining table. | Working conditions to be negotiated at bargaining table in usual way. |
| BOARD OF TEACHER EDUCATION AND CERTIFICATION | Policy suggested by Board to Minister of a four-year degree including extension of practical experience. | Minimum practice teaching requirement be the equivalent of one semester full-time; may be split or added to give same field experience in more than one year. That it is the responsibility of the teaching profession to cooperate in the provision of practical experiences and that individual teacher participation should be on a voluntary basis and that cooperating teachers should be encouraged to volunteer to serve. | On two assumptions:<br>a) that it is the responsibility of the teaching profession to cooperate in the provision of practical experiences and that individual participation in practice should be voluntary;<br>b) the effective discharge of this responsibility places additional demands upon the time, energy, and talents of the individual teachers involved. Amount per student per full week set at $50. Increased amounts be provided for placement in non-university centres. | That the student teacher should be evaluated by a process involving the cooperating teacher and the Faculty consultant. |
| ATA | Agreed on 4-hour degree as minimum requirement for certification. | Teachers unhappy about amount of time spent on practicum. Emphasis on release time for teachers involved with practice teaching. Led to withdrawal of cooperation in Edmonton in 1975. Resulted in Faculty of Education requesting the Minister to assist them - he dropped requirement of Extended Practicum for certification "probably the most important single component of the total preparation program." | Sufficient finances be provided for:<br>- release time to perform their supervisory role (by teachers).<br>- the in-service (training) education of cooperating teachers.<br>- special preparation seminars including honoraria for attendance. | Selection of teachers should be on a cooperative approach involving faculties of education, teachers and school administration. "ATA local involvement in selection may be desirable."<br>"Duties of cooperating teachers should include primary responsibility for the assessment of students as candidates for teaching."<br>"Conditions of supervision to be clearly defined between the local association, the university and the school system." |

FIGURE 5. POLICY ANALYSIS - THE EXTENDED PRACTICUM

| | | | | |
|---|---|---|---|---|
| UNIVERSITIES | As far as can be ascertained, seem generally in favor of 4-year degree. | Agreed with concept, but wanted freedom for individual universities to devise own system of integrating theory and practice. Suggested more time in degree. Seems to be generally in favor but no unanimity of opinion. Reason against:<br>1. Against university involvement in practicum courses.<br>2. Against government dictating policy to universities.<br>3. If more time to practicum, less time for other courses. | Wanted additional finance on basis of:<br>a) additional faculty of education personnel;<br>b) travel and maintenance expenses of students;<br>c) cost of training cooperating teachers.<br>On honorarium basis, $300-400 per student. | Practicum to be under the control of universities, but to involve heavy emphasis on evaluation by participating teacher in cooperation with consulting professors. Teachers to be carefully selected and trained. |
| ASTA | Seems to be in favour of a 4-year degree | Extended practicum to be composed of at least 50% internship. Supported in principle, as long as funded by government. Not in favor of "release time" concept. Wanted placement of students in non-university centres. | Financing of Extended Practicum be done through School Boards and their Association. Provision for placement of students in non-university centres. | Wanted administration of the experience component of B.Ed. transferred to School Boards and the financial capacity also. |
| CASS | Suggested minimum 3-years university (preferably 4) plus a one-year internship. Course to include some practical teaching. | Internship to be responsibility of local jurisdictions with some involvement of universities. Interns to spend 4-5 months in school, 3 months in universities, 2 months in school (approximately). Contains some essential elements of Extended Practicum in practice, but different in basic concepts. | Interns to be paid 50-70% of salary and part of school establishment. | To be in the hands of the local jurisdiction. Evaluation of cooperating teachers, local administration and universities on team approach. Selection of "master teachers" an important element. |

FIGURE 5 (Cont.)

THE PRESENT POSITION

4th May, 1977

Statement of Policy by Government

1. Extended practicum to be reintroduced as requirement for certification from 1981.
2. Government to provide additional funds of $6 million over 4 years (1977-81).
3. Not to include provision for "release time" for cooperating teachers.
4. Extra funds (included above) for placement of students in non-university centres.
5. Release time for teachers to participate in inservice activities related to role as cooperating teachers.
6. Improved scale of honoraria, including time spent out-of-school on supervisory function.
7. Secondment of classroom teachers as faculty associates.

COMPROMISE

AND

GOVERNMENT

He provided extra funds, although against initial position. These are restricted to 1977-81, and do not include "release time." Reintroduced requirement for certification.

BTEC

Still pursuing interest in internship, but seems to have had its suggestions accepted, in most instances.

ATA

Failed to obtain release time for teachers but has made small gains in other areas, including increased honoraria and time for attendance at training seminars, etc. Reintroduction of one-semester requirement. Secondment of teachers as faculty consultants. Greater say in how the practicum funds are expended.

UNIVERSITIES

Still no apparent unanimous or single policy, for reasons stated earlier. Some professors quite upset by present position; others in agreement. Yet, seems to have done quite well financially. Supervisory control not clearly defined. Course dictated by government.

ASTA

In terms of general benefit to teacher quality, seems satisfactory. Funding provided by government. Little control over administration, but more than previously. Gained involvement of non-university centres.

CASS

Generally happy because "any increase is a move in the right direction." Policy still seems to be internship rather than Extended Practicum. Control less than in policy. More emphasis on selection criteria for teachers.

FIGURE 5 (Cont.)

# CHAPTER VII

# CONCLUSION

The review of the study presented in this chapter is organized in four sections. The first section provides an outline of the study in terms of its purpose, conceptual framework, study design and instrumentation. The second section presents the summary and conclusions of the study based on the sub-problems. Implications suggested by the study are outlined in the third section. The fourth section contains suggestions for further research.

## OUTLINE OF THE STUDY

### Purpose of the Study

The purpose of the study was to describe and analyze events associated with the development of a policy regarding the extended practicum in Alberta teacher education.

### Statement of the Problem

The problem for research was stated in five parts, as follows:

1. What concerns stimulated the question of the extended practicum?

2. Where were the issues generated?

3. What individuals and groups were involved in the development of the policy?

   (a) who initiated the idea and why?

   (b) who supported the idea?

(c) who opposed the idea and why?

(d) what groups had influence?

(e) what were the bases of their influence?

4. What procedures were followed in the development of the new policy?

5. What were the critical incidents or events?

Conceptual Framework

A framework for the study was derived from the systems approach and from a review of literature related generally to politics and policymaking (Chapter II).

The systems approach suggests that public policy is developed in response to forces acting upon the policymaking body from the environment in which it operates. The systems model is made up of a variety of inputs which are processed and transformed into outputs. Feedback is also an important aspect of the systems model.

In this study, the educational environment was found to consist of groups such as: the ATA, ASTA, CASS, the two Departments of Education, and the Universities.

The inputs or demands were in the form of issues such as: the minimum requirement for teacher preparation, extension of the time assigned to the practicum, funding, release time, administrative control, and Section 72 of the School Act.

However, the political systems model as described briefly above, and as used in the conceptual work underpinning the design of this study, was found to be inadequate because it has one focus on the process (conversion), which disregards the different levels at which

decisions were taken during the development process of the policy on the extended practicum. Because of this shortcoming, it is considered necessary to expand the model to include the levels at which decisions were taken.

The decisions regarding the extended practicum were taken at three hierarchical levels. The first level is the Board of Teacher Education and Certification. The second level is the Department of Advanced Education and/or the Department of Education. The third and final level is the Minister of Education and the Minister of Advanced Education and/or the Cabinet.

However, it should be pointed out that decisions were not necessarily taken in that order all the time. Certain of these decisions were sent to the Minister directly.

A good example of this, is the decision taken on the funding of the extended practicum, as discussed on pages 107-120 of this study. The BTEC, having discussed the funding question since July 26, 1972, it recommended its decision to the Minister of Education on November 3, 1972. On March 1, 1974, the Minister of Education communicated his decision, which was a rejection, to the BTEC.

From March, 1973 to October 23, 1973, the level of decision shifted to the Department of Advanced Education and Manpower. The ATA and the Universities directed their pressure on the Department of Advanced Education and Manpower. The ATA and the Universities wrote letters to the Deputy Minister of the DAE urging it to provide funds for the extended practicum. These demands were in turn communicated to the Minister of Advanced Education and the Minister

of Education. In November 1973, the Ministers sent their decision to the BTEC.

On November 30, 1973, the funding question was under discussion in the BTEC once more. In March 1974, the BTEC sent to the DAE its recommendations. On May 2, 1974 the representatives of Advanced Education stated to the BTEC that the extended practicum would be funded by non-formula grants upon receipt of proposals from the universities.

Figure 6 represents the expanded political systems model which takes into account the levels that have been referred to above.

This shift of the decision locus may be interpreted in terms of Emery and Trist (1965:30), "the causal texture of the environment." This means that the change of the environment affects the decision process in the political system. In this study, the decisions at each level were affected by the environment (interest groups). For instance, the first and the second levels receive input from six groups, while the second level receives input from four groups.

This structure of the decision-making process seems to be the reason for the long period (1966-1977) taken to arrive at the agreement. Perhaps the reorganization of the present structure so that the interest groups have direct contact with the Ministers of Advanced Education and Education and/or the Cabinet, may shorten the process. Certain of these groups, such as the Department of Advanced Education and the Department of Education may not accept this arrangement because it undermines their position in relation to the

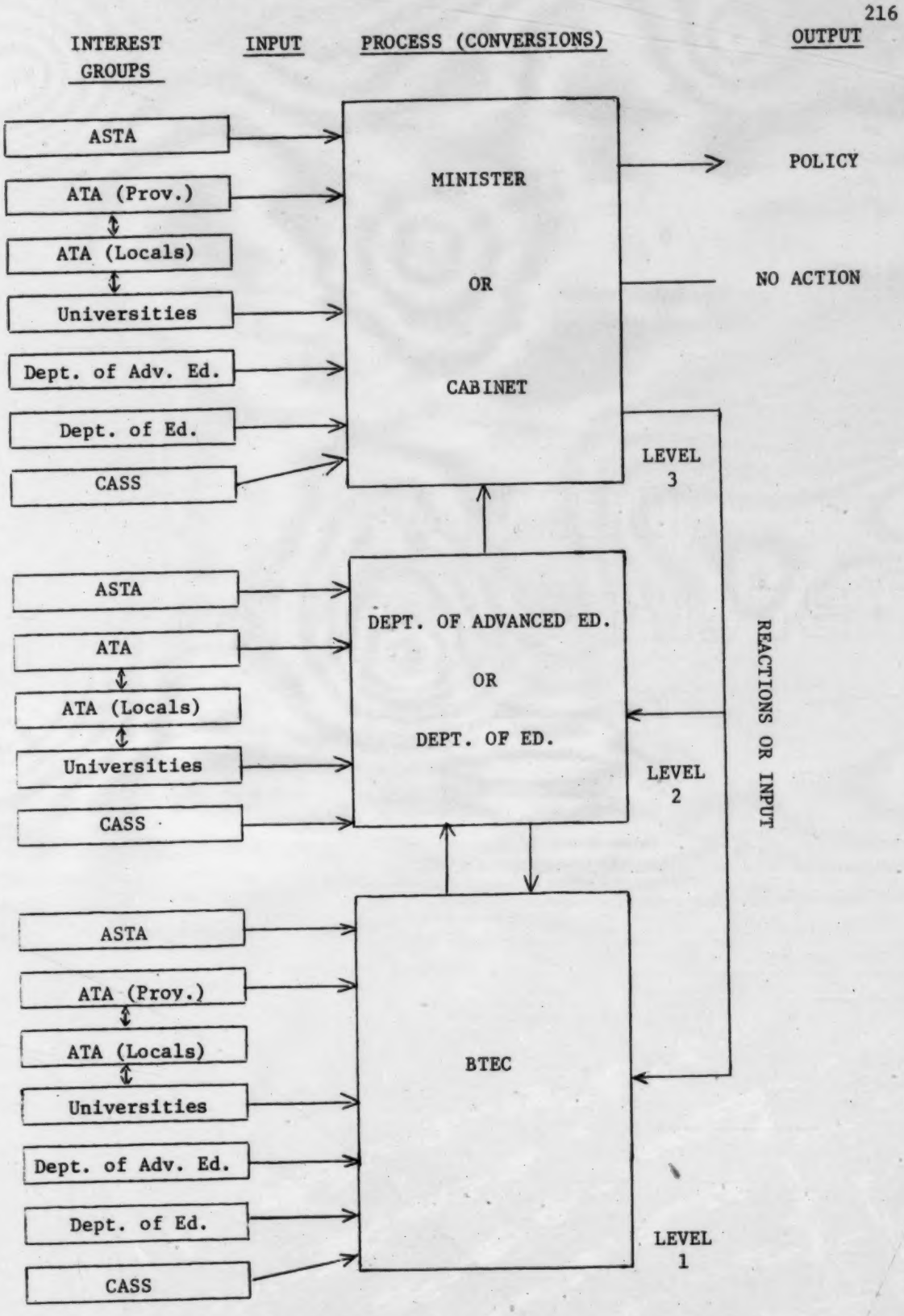


FIGURE 6. THE HIERARCHICAL POLITICAL SYSTEMS MODEL

Ministers or the Cabinet.

But one would speculate that this arrangement would speed up discussions between each of the groups and the government. This is evidenced by the discussions that took place between the Common Front Committee and the Ministers, which resulted in agreement.

However, it should be recognized that any kind of arrangement that would offer the interest groups direct access to the Ministers, would overload the Ministers.

## The Study Design

The study responded to a need for an extensive investigation of events leading to the development of the extended practicum policy. This need was reflected in the research desgin which consisted of three stages:

Stage 1. This stage was devoted to official document search. Such documents as: briefs, letters, reports, position papers, minutes of meetings and memoranda were reviewed.

Stage 2. This stage was devoted to interviews. For this stage there were three phases undertaken:

Identification of the interviewees. The interviewees were selected on the basis of their involvement in the development of the Extended Practicum policy. Their knowledge of the topic, the depth of their involvement, their proximity to teacher education programs and their willingness to participate were other criteria considered for their selection.

Of course, the selection followed the identification of

those who had been involved. The identification was achieved through the reputational technique as discussed in Chapter III.

Interviews. Following identification and selection of the interviewees, in-depth interviews were conducted with those listed as prominent.

In order to clarify misunderstandings which might be caused by the difference in the information collected in the first interview series, a second interview series with those whose information was different from the rest was arranged.

Stage 3. Stage three was devoted to the review and analysis of data collected. This stage involved processing and interpreting data.

The taped interviews were transcribed and typewritten before the data were analyzed. The transcripts were read over and over. Responses that seemed to be relevant to the problem were singled out for cross-validation with data obtained from documentary sources.

## SUMMARY AND CONCLUSIONS

The findings of the study are contained in Chapter V. They are summarized in this section by reviewing its five sub-problems.

Sub-problem 1

"What concerns stimulated the question of the extended practicum?"

As found in Chapter V, issues were numerous, depending on the interest group that one is looking at. However, the main issues were five:

(a) It was reasoned that if longer periods were devoted to field experiences or practica, the program would be of good quality

and the teachers who would go through it would be of good quality too. So the problem here was that time for field experiences--six to eight weeks--was too short.

(b) Lack of integration between theory and practice. Because there was not enough time in the B.Ed. program for practicum, there was emphasis on theory. This was seen to create the imbalance between the two essential components of the teacher preparation program. The extension of time for field experiences was seen to help the integration of theory and practice and to balance their importance.

(c) The Alberta Teachers' Association had a study done in 1973 on "Opinions of Principals on the First Year Experience of Teachers." The major finding of this study was that 74 percent of 35 first-year teachers considered unsuccessful in 1972-73, dropped out of the profession during or at the end of the school year. The reason given for this drop-out rate was that teachers did not have enough time in their training to deal with such problems as discipline, classroom organization, planning and adjusting to or understanding the needs of students. So, for the principals and trustees, the problem was teacher drop-out.

(d) Lack of continuity. Student teachers went to the schools for practice teaching two or three afternoons a week. This was seen to create a problem. Cooperating teachers started some lessons with their students in the mornings. These lessons were not continued in the afternoon because the time was given to the student teachers. Also the student teachers did find it difficult to continue with lessons they had started because there was no time

because they were not in school full time. This created the problem of continuity.

(e) Professional status. It was reasoned that if the requirements for certification including four years of teacher education, included the Extended Practicum, the professional status for teachers would be raised. It was pointed out that the professional status for teachers is low, in comparison with other professions like law and medicine, because their time for practice was too short.

Sub-problem 2

"Where were the issues generated?"

As pointed out in Chapter V, the issues were brought up for discussion in the Board of Teacher Education and Certification. This did not rule out the possibility of the discussion of the issues outside the BTEC. However, people became aware of them when they were brought for discussion in the BTEC.

Sub-problem 3

"What groups were involved in the development of the policy?"

In the Board of Teacher Education and Certification, six groups are represented and they were involved in the development of the Extended Practicum. The groups are: the ATA, ASTA, Department of Education, Department of Advanced Education, and the universities. Outside the Board of Teacher Education and Certification, the ATA Locals in Edmonton and Calgary became involved in 1975 because they wanted release time.

Sub-problem 4

"What procedures were followed in the development of the new policy?"

The issues were discussed in the Board of Teacher Education and Certification first. The BTEC prepared recommendations and forwarded them to the Minister of Education for his reaction and/or implementation. If the recommendations were acceptable to the Minister, he implemented them. But in most cases the Minister sent the recommendations back with his reactions, most of which were rejections.

If the reactions were negative, the BTEC tried other means to convince the Minister.

When the government refused to implement the recommendations presented by the BTEC, in December 1976, three groups, the ATA, ASTA and the universities decided to have a joint informal group to confront the Minister directly instead of going through the BTEC. They formed a committee of three, which has been referred to in Chapter V, as the Common Front Committee.

This procedure finally made the trick.

Sub-problem 5

"What were the critical incidents or events?"

In Chapter V it was found that critical events in the whole process were many, but seven appeared to be the major events: the implementation by the Minister of Education in 1972, of the four-year B.Ed. program including an extended period of practicum, the rejection of the recommendations for financing the practicum the very year, 1972, the withdrawal of funding commitment to the

universities by the government, the lifting, by the government, of the extended practicum requirement for B.Ed. by 1977, the withdrawal of cooperation by the ATA locals in Edmonton and Calgary, the formation of the Common Front Committee, and the announcement of the new policy by the Minister of Education on May 4, 1977.

Commentary

The general observations which follow highlight some obvious characteristics of the extended practicum policy development process which seem to be particularly outstanding.

The process appears to have been largely dominated by the ATA and to a certain degree by the universities. It started when the ATA made a motion, in the Board of Teacher Education and Certification, about increasing the minimum requirement for teacher preparation to three, then to four years. While it is true that the government did solicit input at one point or the other, it generally reacted to the recommendations. In dealing with the government, it was not a bargaining type of situation in which participants could expect accommodations and trade-offs as a result of the application of influence. The government was completely free to accept, reject or ignore any input. It appeared to the Board members in 1976 that the government had made up its mind not to reinstate the Extended Practicum and that it was futile to try and fight it from the BTEC.

On the question, "whether there should be an Extended Practicum", there was no disagreement. It appears all the groups involved were in favour of the Extended Practicum. The problem surfaced when details concerning the implementation of the Extended

Practicum were brought up by the universities, such as funding.

The government came out with the decision for a four-year B.Ed. and certification before working out the financial implications in consultation with all the agencies including ATA, ASTA and the Universities. The four-year program was legislated to include an Extended Practicum and the funds for this purpose were not available.

The universities, while they lacked the economic power that the government had, and the "raw power" that the ATA had, they were influential and effective. They were very persuasive and cooperative and helpful in arriving at a solution.

The ASTA, except for the administrative control issue, seemed to have gone along with what the ATA and universities suggested. It appears that their input into the whole process was minimal.

The CASS was not in existence when discussions leading to the formation of the extended practicum policy started. This explains why their participation prior to 1975 was not recorded. When they participated in 1975, their input seems to have been through two position papers presented in 1975 and 1977. They also had representatives on different universities' committees on the Extended Practicum.

It appears the process worked well. The description of teachers as "hard nosed" is incorrect because if it were not for their demands, the process would have been a failure. It gave some sort of urgency to the process. It was slow at the beginning, but as soon as the teachers started pushing for release time, it moved fairly quickly. A strong point for the process is that it evolved

logically in that it involved all interested groups.

The outcome itself was a compromise in which all groups seemed to be satisfied. No group got more than the other. One unanticipated outcome of this whole process is that it brought the ATA and the universities closer. They seem to be working together with no problem in the area of teacher education.

## IMPLICATIONS

It is suggested that, as the policy of the Extended Practicum is implemented, a number of problem areas may arise which will require further consultation and compromise.

### Funding

The present funding provided by the provincial government is for a four year period. If it is cancelled, as is expected, at the end of that time, 1981, it is possible that changes would occur in the field experience program. One such possible change might be towards an internship with either the professional association or the local jurisdiction taking control. In that, interns would count as part of the teaching establishment, it may be less costly than the Extended Practicum program. This might also reduce the B.Ed. program at the university by one year.

Another way would be to arrange something like lab fee to be paid by students in the practicum year.

It is, however, considered more likely that the funding will be continued to the universities on lines similar to those now operating.

Release Time

The present situtation is a compromise reached in the Common Front Committee. The ATA agreed to set aside for the duration of this agreement their demand on release time. Problems were experienced in 1975 over this issue of release time and it can be expected that it might happen again when the present agreement matures. It seems that the ATA is determined to have release time.

The government, on the other hand, indicated that it is not prepared to grant funds for release time, but claimed anyway that such matters are part of the working conditions of teachers and should be properly negotiated at the bargaining table with School Trustees. The Trustees also have no funds to provide release time within their own operating budgets, so this does not solve the problem either.

As occurred in 1975, the universities are in the middle of this discussion without really being directly involved. The result is that the universities are in the position of having to operate the program without any direct say in setting important conditions under which it operates.

The government has made certain trade-offs to the ATA that may assist the situation for a time; and by spreading the practicum over rural areas of the province, may be able to further diffuse the situation. Yet, the problem remains; and it is a serious one.

It has been estimated that the total amount of finance involved in meeting demands for release time in an Extended Practicum situation would be something in the order of ten million dollars. This figure, while significant, is not tremendously high

in comparison with the total provincial education budget and given the fact that the Heritage Fund is running into billions of dollars. This leads to the conclusion that it is the principle of release time in general rather than the merits of it in one particular case, that the government is fighting. If the principle of release time were established for practicum, then there are probably many other equally deserving cases where teachers performing additional duties should be freed from classroom responsibilities for part of the day. The result would be that a "small trickle would become a raging torrent."

The Practicum Arrangement

Although the ATA did not get release time, the universities seem to have made a substantial trade-off to the ATA. The ATA now has become part to the discussions about how the extended practicum special grant is going to be spent at the universities. This is advantageous to the ATA because it has given them a foothold in pre-service teacher preparation.

Potentially, in the long run, this arrangement is going to lead to confrontation between the universities and the Teachers' Association if disagreement on the use of the special grant arises.

Control and Supervision

A further point of contention appears to be the location of control and supervision of students while they are in the schools. ATA policy (1974:7) indicates that the classroom teacher should have final responsibility for the assessment of the proficiency shown by the student teacher, while, because the practicum is actually a

university course, it could be expected that the university may want to retain the right to this position. An interview within the university refuted this claim, and suggested that the assessment procedure would be a cooperative effort. Yet, at the same time, it was admitted that appeals procedures would be the same as for any other course in the university.

This lack of a clear statement on policy on the part of the University of Alberta at least, could lead to difficulties in the future. At the moment it is easy to say that problems will not arise, but in time one can reasonably suggest that they will, and may require considerable modification of the university stand. The actual University of Alberta handbook on this topic stresses a program framework but does state, "Thus the provision of educational practicum experiences to teachers-in-training is a university responsibility." (1977:1) It is nevertheless very vague as to how this responsibility is to be exercised.

Internship

Acceptance of the Extended Practicum has some features of an interim solution to the problem of providing effective field experience for student teachers rather than as a long-term one. Hawley recommended both the Extended Practicum and the internship as aspects of a total program, and the Board of Teacher Education and Certification, while accepting one, has not dropped the other. The Alberta School Trustees' Association and the Conference of Alberta School Superintendents also still seem to favor the internship, while the Alberta Teachers' Association hosted a conference only in

May entitled, "The Many Faces of Internship" and has retained the internship as part of its policy. (ATA Handbook, 1974:3).

Whether pressure leads to a five-year training program consisting of a four year Bachelor of Education degree plus a one year internship and an Extended Practicum, or a three year degree without extensive practical experience, this being left to the profession to provide in a fourth year internship, remains to be seen; or even if any changes are made at all.

Selection of Cooperating Teachers

Most of the groups involved have stressed the importance of cooperating teachers possessing certain qualities of teaching skills, involvement, etc. Some have even referred loosely to the term "master teachers". Although some problems such as:

1. The difficulty of deciding the criteria by which selections are made, and who will determine these criteria;

2. The problems of deciding who will make the actual selections seem to have been solved, there still remains a major problem to reckon with.

The impact that not being selected will have on those teachers who volunteered to take part in the practicum but were rejected, and the resultant effect this may have on such things as school morale and cohesiveness, is a serious problem.

The result could be the creation of a group of "superior teachers" who are strongly resented by other members of the profession, a position which is difficult to really envisage the ATA

condoning, much less being involved in.

As well as this, school administrators may resent the secondment of even a small number of their best teachers to positions of faculty consultants, yet this is the situation operating at the three universities. The program suggested will require a great deal of commitment on the part of a large number of people, both from the schools and the universities. Its success or failure may depend upon the availability of such people and their willingness to be deeply involved. Training courses, seminars, and acting as faculty consultants are just three demands that may be placed on the people who are most needed in the classroom, the dedicated and competent teachers.

## SUGGESTIONS FOR FURTHER RESEARCH

On page 4 of this study, a point is made that the study attempted to analyze the implications of certain conceptual models in the field of policy sciences and apply them to an experience in policymaking with the expectation that recommendations for improvement of the processes employed in the development of the current policy could be affected in the future.

At the beginning of this chapter, a theoretical political systems model applicable to the present study has been developed in order to supplement the Easton's political model.

In view of this, it is suggested that a policy study be undertaken in which the Hierarchical Political Systems Model is employed, in order to test its applicability in other policy studies.

Such a study, it is hoped, will improve policymaking processes and provide depth to policymaking studies.

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# LETTERS AND MEMORANDA

## Letters

| From | To | Date |
|---|---|---|
| Beckel, W.E. | Foster, J.L. | October 23, 1973 |
| " | Koziak, J. | May 20, 1976 |
| Bell, J.B. | Myhre, A. | August 18, 1975 |
| Bosetti, R.A. | Wyman, M. | May 15, 1974 |
| " | Gunning, H.E. | July 29, 1974 |
| " | University Presidents | June 27, 1978 |
| Bunney, A.C. | University Presidents | September 25, 1975 |
| Enns, F. | Bride, K.W. | September 26, 1975 |
| " | Bunney, A.C. | October 3, 1975 |
| Horowitz, M. | Koziak, J. | September 30, 1975 |
| " | English, P. | October 1, 1975 |
| " | Enns, F. | October 2, 1975 |
| " | Hohol, A.E. | October 2, 1975 |
| Hyndman, L.D. | Foster, J. | January 22, 1973 |
| " | Jenner, F.T. | March 6, 1974 |
| Jenner, F.T. | Bosetti, R.A. | March 28, 1974 |
| Koziak, J. | Gunning, H.E. | October 17, 1975 |
| " | University Presidents | |
| | ASTA and ATA | March 12, 1976 |
| Rieger, T.F. | Hyndman, L.D. | March 16, 1973 |
| " | University Presidents | March 16, 1973 |
| Swan, J.F. | Bosetti, R.A. | March 13, 1974 |
| Wyman, M. | Foster, J.L. | September 27, 1973 |

Memoranda

| From | To | Date |
|---|---|---|
| Bride, K.W. | Presidents of ATA Locals | May 6, 1977 |
| Enns, F. | Horowitz, M. | September 29, 1975 |
| Hawkesworth, E.K. | Hyndman, L.D. | January 7, 1972 |
| Hrabi, J.S. | Hawkesworth, E.K. | April 4, 1973 |
| " | Hyndman, L.D. | February 1, 1974 |
| " | Koziak, J. | March 3, 1976 |
| Hyndman, L.D. | Hawkesworth, E.K. | January 6, 1972 |
| " | Foster, J. | November 26, 1973 |
| Jenner, P. | Hyndman, L.D. | March 1, 1974 |
| Sillito, M.T. | Principals | November 9, 1973 |
| Worth, W.H. | Staff, Faculty of Education | January 6, 1977 |
| " | " | July 21, 1977 |
| " | " | April 4, 1978 |
| " | " | July 25, 1978 |

## MINUTES AND REPORTS OF MEETINGS

### The Board of Teacher Education and Certification

| | |
|---|---|
| 1966 | November 14 |
| 1967 | February 28, May 24, October 30 |
| 1968 | November 18 |
| 1969 | June 16, November 17 |
| 1970 | March 11, November 18 |
| 1971 | June 16, December 16 |
| 1972 | April 12, July 26, November 3 |
| 1973 | March 1, May 4, November 20 |
| 1974 | May 2 |
| 1975 | May 9, December 1 |
| 1976 | January 7, February 10, September 2 and 3 |

### BTEC Executive Committee

| | |
|---|---|
| 1967 | January 9 |
| 1968 | March 22 |
| 1972 | January 12, March 7, August 29 |
| 1973 | March 1, July 13, October 4 |
| 1974 | March 13 |
| 1975 | April 18, October 15 |
| 1976 | May 18, September 30, December 20 |

### Field Experience Committee

| | |
|---|---|
| 1968 | February 10, March 14 |

# APPENDICES

# APPENDIX A

## THE CHRONOLOGICAL TABLE

# APPENDIX A

## THE CHRONOLOGICAL TABLE

**1966**

**January**

**February**

**March**

**April**

**May**

**June**

**July**

**August**

**September**

**October**

The B.T.E.C. supported a notion that called for the policy of increasing the minimum requirement for certification from two to three years.

**November 14**

**December**

**1967**

**January 9**

The B.T.E.C. made plans to meet the Minister of Education to present a brief setting forth the Board's view on moving to a three-year minimum program.

The Executive Committee also set up a Field Experience Committee. Minister's reaction was favorable and suggested 1968 as the year to move to a three-year program.

**February 28**

**March**

**April**

**May**

**June**

**July**

**August**

**September**

The memorandum from the Minister stated that the Executive Council was not prepared to move to a minimum three-year program in the face of the continuing teacher shortage.

October 30

November

December

1968

January

The B.T.E.C. set the F.E.C. terms of reference regarding field experience as follows: (a) to plan and review voluntary internship programs, (b) to study and recommend with respect to internship and other types of field experiences and (c) to study and make proposals for the reform of student-teaching. The F.E.C. reported that they were preparing a model for classroom experience.

February

March 22

April

May

June

July

August

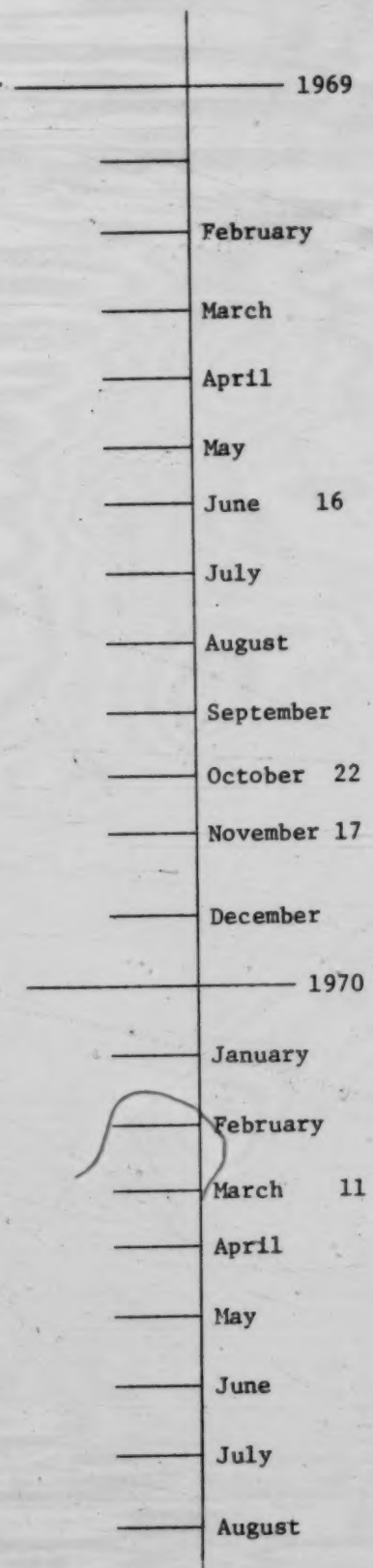
September

October

The F.E.C. recommended that (a) internship and other aspects of field experience are an integral part of the total teacher education program and that such experiences should be arranged to a developmental sequence, (b) more time within a four-year teacher education program be devoted to field experiences than is presently the case.

November 18

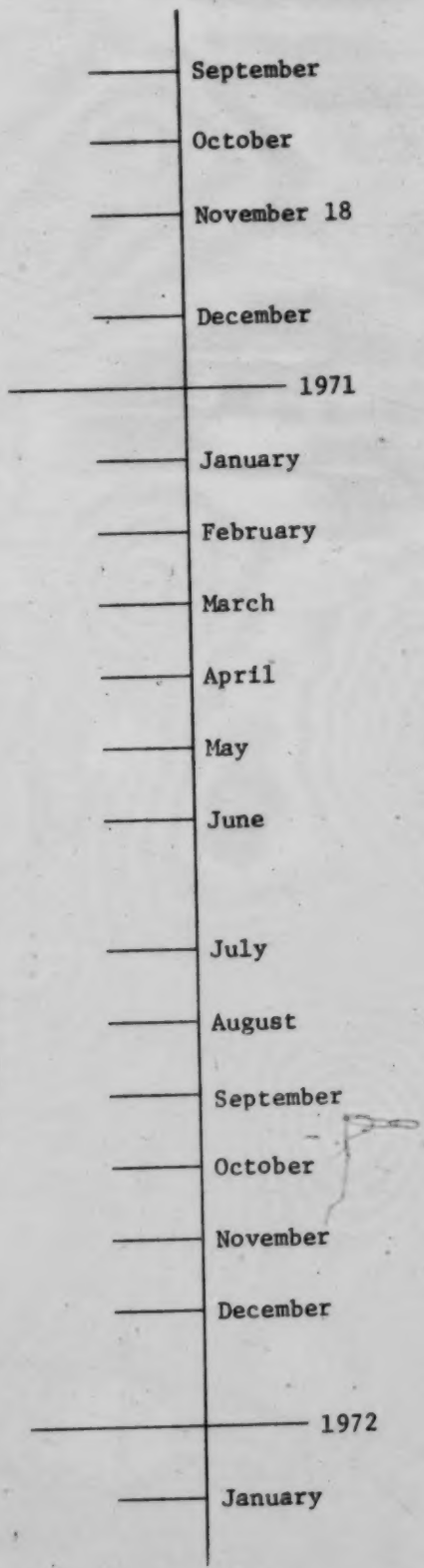
December




The F.E.C. gave a report to the B.T.E.C. about a series of meetings held with Universities' representatives.

The term "extended period" instead of a full semester was adopted by B.T.E.C.
A.T.A. representative made a motion that the Minister be urged to adopt a minimum program of four years of teacher education.

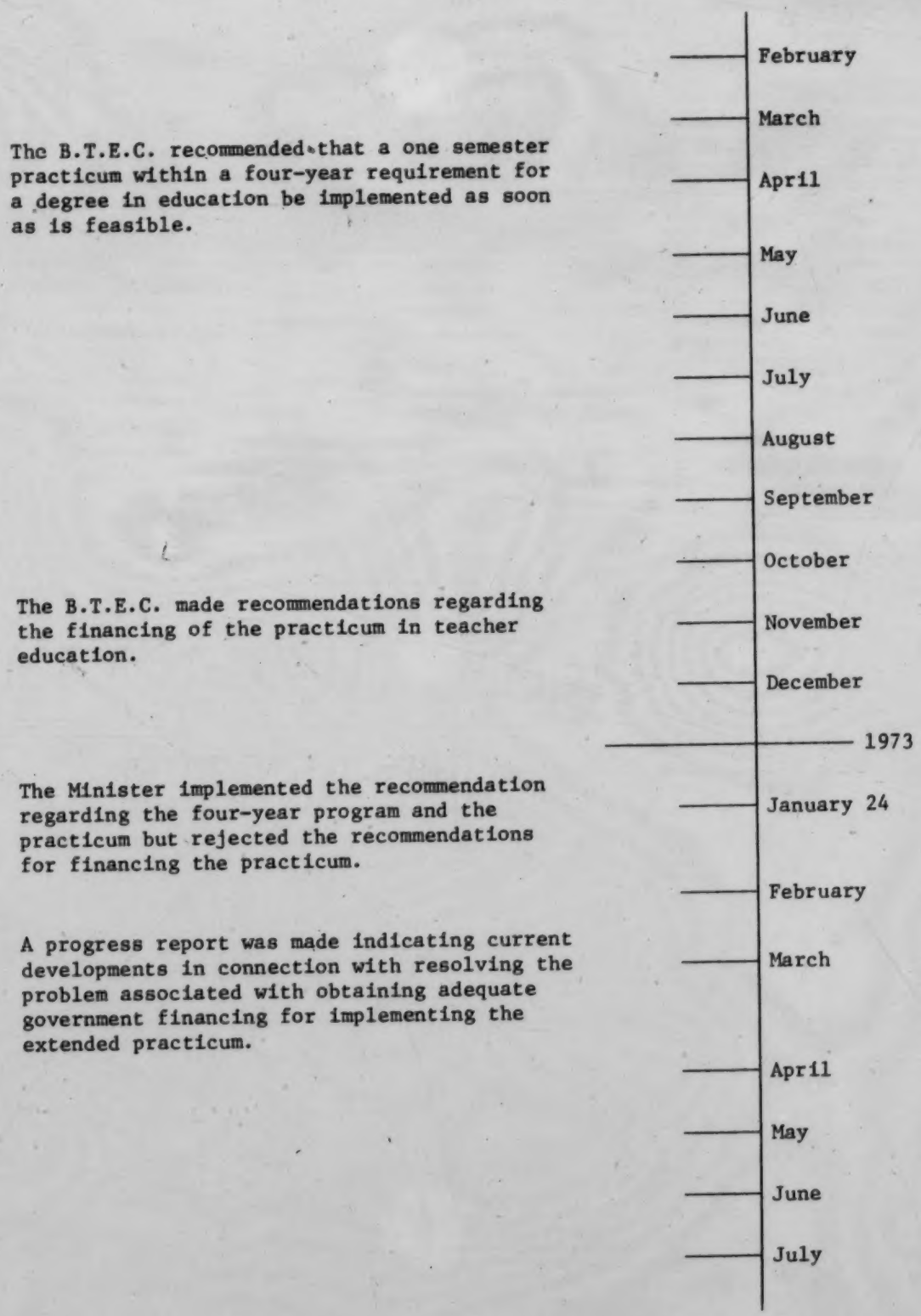
The B.T.E.C. prepared a brief supporting four years of preparation for teachers.




The B.T.E.C. chairman reported that the brief was presented on November 16, and that it had been favorably received.

The B.T.E.C. recommended that Alberta Universities include a period of internship as part of their Bachelor of Education degree program.

The Minister asked the B.T.E.C. to indicate the advantages and disadvantages of extending the program to four years. The B.T.E.C. endorsed a four-year program of teacher education.

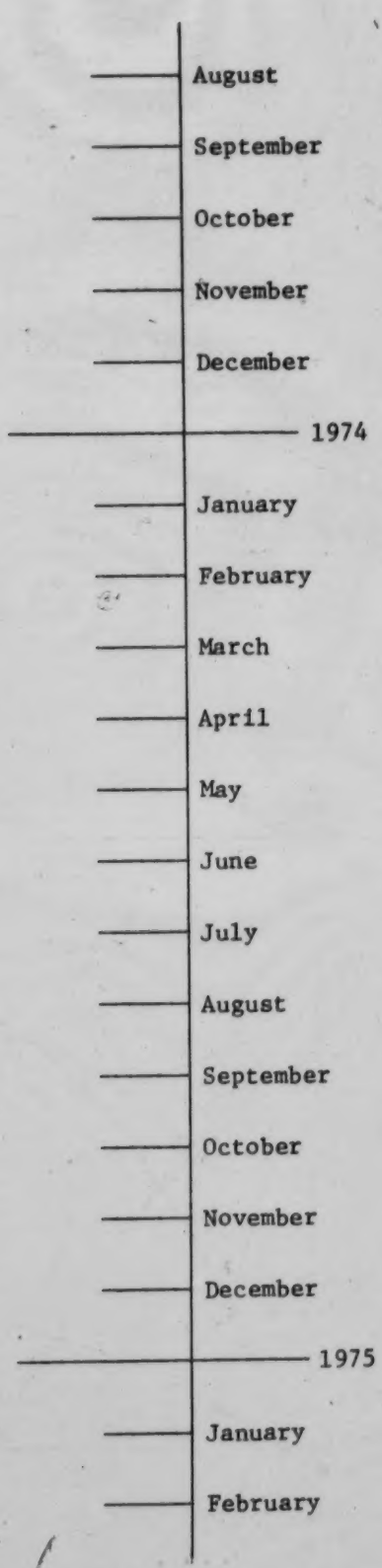



The B.T.E.C. recommended that a one semester practicum within a four-year requirement for a degree in education be implemented as soon as is feasible.

The B.T.E.C. made recommendations regarding the financing of the practicum in teacher education.

The Minister implemented the recommendation regarding the four-year program and the practicum but rejected the recommendations for financing the practicum.

A progress report was made indicating current developments in connection with resolving the problem associated with obtaining adequate government financing for implementing the extended practicum.




The Alberta Teachers' Association produced the "Interim Position on the Practicum in Teacher Education."

March

April

May

Council approves the formation of the ad hoc co-ordinating Committee on the extended practicum to oversee the implementation of the extended practicum.

June

July

August

A.T.A. sponsored a meeting to clarify the positions of locals with respect to an earlier decision to withdraw support if adequate financing for the relief from regular workload was not provided.

September 16

A.T.A. called a special meeting which included representation from U of A, Faculty of Education, to obtain firsthand information regarding the kinds of information on courses they wished to offer in the forthcoming year.

22

U. of A. Faculty of Education called a special Faculty Council meeting to obtain a viewpoint of Faculty Council regarding the provision of relief time to co-operating teachers.

25

The U. of C. and the two Calgary city locals signed an agreement providing for teacher participation on the same terms and conditions which applied under the 1974-75 formal agreement.

The Minister of Education withdrew funding commitment to universities for planning and implementing extended practicum and delayed implementation of one semester requirement of field experience for certification. The E.P.S.L. and the E.S.S.L. announced to their membership, their positions with respect to teacher participation.

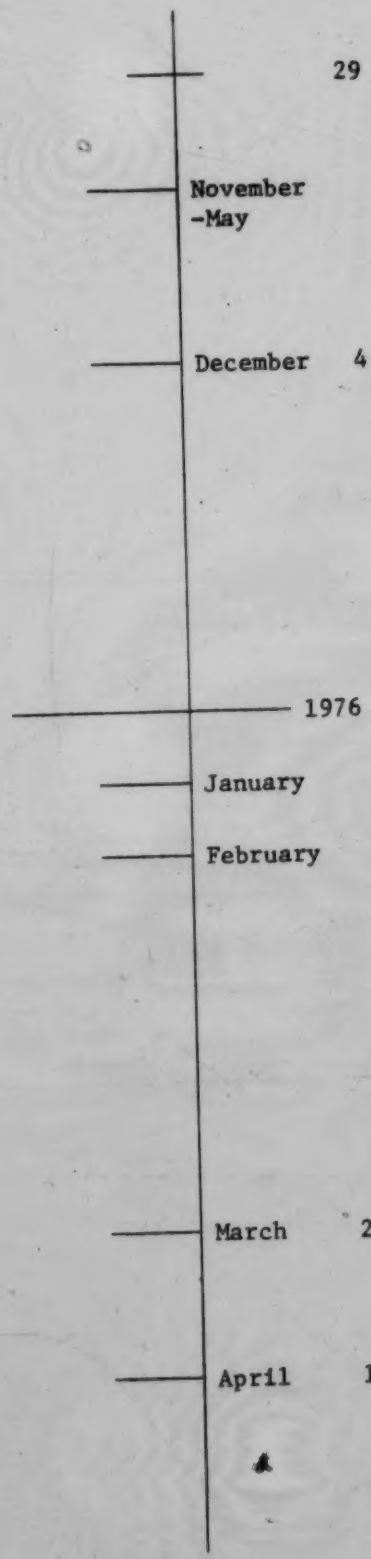
October

The Minister of Education and A.T.A. disagreed on the interpretation of Section 72 of the School Act. Both A.T.A. and government proceeded to obtain legal opinion on the interpretation of Section 72.

23

Meeting with representatives of university faculties of education, A.S.T.A., and A.T.A. to discuss postures of participating organizations.

November 27




Meeting of A.T.A. PD consultants to discuss consultant's role in extended practicum matters at local and regional levels.

Series of four meetings of the A.T.A. Co-ordinating Committee on the Extended Practicum and eleven meetings of A.T.A. regional subcommittee on the extended practicum to discuss A.T.A. policy on teacher participation in field experience.

Meeting with representatives from urban school boards and A.T.A. to discuss teacher-board negotiations route for determining conditions essential to implementation of university field experience.

The B.T.E.C. reaffirmed support for extended practicum and established a sub-committee to recommend on field experience alternative for 1976-77 and thereafter.

A.T.A. requested a meeting with Minister of Advanced Education.

A.T.A. conducted a Fact Find Survey on teacher participation in university-sponsored field experience programs.

A.T.A. Calgary Regional Subcommittee proposed a "Suggested Alternative to Present Field Experience Programs,"

Edmonton Regional Subcommittee of the A.T.A. developed the co-operating teacher checklist.

The B.T.E.C. recommended to the Minister that he request the co-operation of all agencies involved in field experiences for 1976-77 and that he establish a $750,000 fund to finance experimental projects on extended practicum.

A.T.A. received from Minister of Education request to continue in 1976-77 with the co-operation of and support for various practica currently in operation as part of the B.Ed. programs.

Information from representatives of the Dept. of Ed. to the effect that extended practicum was dead and other alternatives must be explored, particularly field experiences of an internship nature.

A.T.A. President, English responded to the Minister indicating that teacher participation in field experience was voluntary.
The Departments of Education and Advanced Education and Manpower announced that funding would not be available for extended practicum programs. — 13

A series of meetings with Faculty of Education, U of C and the Calgary Field Experiences Committee regarding possible arrangements for teacher participation in 1976-77.
Meeting with representatives of A.T.A. and University of Alberta, Faculty of Education, to arrange for a meeting of Faculty and local representatives on proposed programs for 1976-77. — May 3
Motion of Lethbridge Subcommittee on the Extended Practicum to endorse A.T.A. position with respect to teacher involvement in field experiences and to support University of Lethbridge programs for 1976-77 on the same basis as 1975-76. — 4
An agreement between Calgary region locals and the Faculty of Education, U of C, calling for the reallocation of honoraria to allow for the engagement of six additional seconded teachers as Faculty Associates was concluded. — June
Joint meetings between Edmonton region locals and Faculty of Education, U of A resulted in the formation of the A.T.A.--U of A Practicum Project Committee.
A.T.A. Co-ordinating Committee on the Extended Practicum was disbanded and the new committee--Subcommittee on Field Experience was formed.

July

August

B.T.E.C. approved a list of 19 recommendations on field experiences for submission to the Ministers of Education and Advanced Education and Manpower. — September 2 and 3
Practicums in each of the three Alberta university regions commenced on the same basis as in 1975

October

November

December

The Minister of Education, in response to the B.T.E.C. submission, indicated that no additional funds will be made available to the universities for an extended practicum. A.T.A. called emergent meetings of the three regional subcommittees.

1977

January

Simultaneous press conferences were held with the A.T.A., A.S.T.A., and the universities issuing joint statements indicating that the present funded field experience program was insufficient.
H.C. Jonson wrote a letter to the Minister of Advanced Education indicating that he was concerned over the negative response to the B.T.E.C. submission and requested that Mr. Hohol reconsider the decisions leading to his response to the submission.

February

The information of the Common Front Committee with representatives from the A.T.A., the A.S.T.A., and the three university faculties of education as a result of joint meetings and press releases.

11 and 12

A common Front Committee held a meeting to formulate a proposal on funding the extended practicum for submission to the government. A.T.A. Subcommittee on Field Experiences held meetings to obtain reactions and local input into the draft proposal from the Common Front Committee.
A subcommittee of the Common Front Committee was formed and a meeting was held to revise the draft proposal on funding field experiences.

March

A meeting was held between representatives of the Common Front Committee and the Deputy Ministers of Education to exchange views and clarify the contents of the funding proposal. Meetings of the Regional Subcommittees on Field Experiences were held to provide information on recent developments to locals in each university region.

April

May 4

The Minister of Education announced the new policy regarding the Extended Practicum in Alberta teacher education.

# APPENDIX B

## INTERVIEW SCHEDULE

# EXTENDED PRACTICUM STUDY

## APPENDIX B

## Interview Schedule

On the basis of a number of contacts I have had with various persons, you were identified as one who was involved in the development of the present policy regarding the Extended Practicum in Alberta Teacher Education.

### Introductory Questions

1. When did you first become involved in the process which eventually led to the present policy regarding the Extended Practicum in Alberta teacher education?

2. In what capacity were you involved?

### The Early Development of the Idea

In April 1972, the Board of Teacher Education and Certification made the following recommendation: That a one semester or equivalent practicum within a four year requirement for a degree in education be implemented as soon as is feasible.

3. From what sources did the idea of the Extended Practicum originate in the discussions of the Board of Teacher Education and Certification?

4. What was the nature of the concern which caused the matter to be raised?

### Key Events and Interest Groups

I have listed below what I consider to be key decision points in the development of the practicum policy. By a key decision point I mean an event or action which, for example, brought about the resolution of an impasse. After reviewing the items in this list would you do the following: (a) indicate the ones in which you are personally involved, and (b) indicate if there are other key decision points I have left out.

## Key Decision Points

A. the withdrawal by the Alberta Teachers' Association locals in the autumn of 1975 of their co-operation.

B. the withdrawal of the funding commitment to universities for planning and implementing the Extended Practicum by the Minister of Education in October, 1975.

C. the obtaining of a legal opinion on the interpretation of Section 72 of the School Act which required the ATA and participating boards to negotiate terms and conditions for relief time for co-operating teachers engages in the supervision of teacher candidates by both the government and ATA in October, 1975.

E. the formation of the Common Front Committee with representatives from the ATA, the ASTA and three university faculties of education.

5. For each of these key decision points, who were the most influential groups and individuals?

6. What were their positions in this matter?

7. What procedures were used to solve the problems encountered at each of the key decision points you have identified?

8. How would you account for the greater influence of the persons or groups you identified above?

## Looking Ahead

The Department of Education will provide special funds for four years up to 1981 totalling six million dollars.

9. What happens after 1981?

10. How would the universities finance the program after 1981?

11. In your opinion, what implications will this new policy have for (a) teacher education programs, (b) the school systems, and (c) the Department of Education and its funding system?

12. In your opinion, what is the overall implication for education in Alberta in general?

# APPENDIX C

## THE INTERVIEWEES

# APPENDIX C

## THE INTERVIEWEES

Faculty of Education Personnel:

1. University of Alberta

| | |
|---|---|
| H.T. Coutts | Former Dean of Education |
| M. Horowitz | Vice-President (Academic) and former Dean of Education |
| F. Enns | Professor and former Associate Dean (Planning and Development) |
| R.K. Jackson | Assistant Dean (Practicum) |
| W.H. Worth | Dean of Education |

2. University of Calgary

| | |
|---|---|
| A. Gibb | Associate Dean |
| B. Lawson | Dean of Education |
| C. de Leeuw | Former Dean of Field Services |
| R.M. Stamp | Associate Dean |
| K. Dueck | Director, Practicum |
| A. Proudfoot | Former President of ASTA (Professor) |

3. University of Lethbrideg

| | |
|---|---|
| B. Anderson | Dean of Education |
| E. Mokosch | Director of Field Experiences |

4. Alberta Teachers' Association

| | |
|---|---|
| K. Bride | Coordinator of Professional Development |
| B. Keeler | Executive Director |

H. Jonson — Former President

5. Alberta School Trustees' Association

S.G. Maertz — Executive Director

6. Conference of Alberta School Superintendents

A. Myhre — Superintendent (President)

7. ATA Locals

Calgary Public School District

D. Jeary — President

A. McArthur — Former President

N. Gass — Former President

8. Calgary Separate School District

9. Edmonton Public School District

L. Booi — Seconded as Practicum Association--University of Alberta

10. Edmonton Separate School District

T. Paszek — Former President

11. Department of Education

J.S. Hrabi — Associate Deputy Minister

E.K. Hawkesworth — Deputy Minister

12. Department of Advanced Education

R. Bosetti — Associate Deputy Minister

# APPENDIX D

# CORRESPONDENCE

August 31, 1978

The Minister of Education
Minister's Office
Room 224 Legislative Building
Government of Alberta
Edmonton, Alberta

Dear Sir,

I am a graduate student in the Department of Educational Administration, on the doctoral program.

I am working on a thesis topic which examines the historical development of the present policy regarding the Extended Practicum in Alberta Teacher Education, which you announced on May 4, 1977.

I have interviewed people in the following organizations: The Alberta Teachers' Association, the Alberta School Trustees' Association, the Conference of Alberta School Superintendents, the Universities and the Deputy Ministers in the Department of Education and Advanced Education and Manpower.

There are certain meetings which took place between the Ministers and Universities for which the Deputy Ministers do not have first hand information.

For this reason, I am asking for a one-hour interview. Will you please avail yourself for one hour?

Sincerely yours,

Cowden E.M. Chikombah

CEMC/pk

EDUCATION

403/427-2025

224 Legislative Building
Edmonton, Alberta, Canada
T5K 2B6

Office of
the Minister

September 18, 1978.

Mr. Cowden E.M. Chikombah,
Department of Educational Administration,
University of Alberta,
EDMONTON, Alberta,
T6G 2G5.

Dear Mr. Chikombah:

Thank you for your letter of August 31st requesting an interview regarding the Extended Practicum. I would appreciate your listing the specific questions which you feel are unanswered as a result of your interviews with others.

Following my receipt of the questions, I will be in a better position to determine whether written, oral or other responses can be provided.

Yours sincerely,

Julian Koziak,
Minister of Education.

August 31, 1978

The Minister of Advanced Education
and Manpower
Minister's Office
Room 130 Legislative Building
Government of Alberta
Edmonton, Alberta

Dear Sir,

I am a graduate student in the Department of Educational Administration, on the doctoral program.

I am working on a thesis topic which examines the historical development of the present policy regarding the Extended Practicum in Alberta Teacher Education, which the Minister of Education announced on May 4, 1977.

I have interviewed people in the following organizations: the Alberta Teachers' Association, the Alberta School Trustees' Association, the Conference of Alberta School Superintendents, the Universities and the deputy ministers in the Departments of Education and Advanced Education and Manpower.

There are certain meetings which took place between the Ministers and Universities for which the deputy ministers do not have firsthand information.

For this reason, I am asking for a one-hour interview. Will you please avail yourself for one hour?

Sincerely yours,

Cowden E.M. Chikombah

CEMC/pk

ADVANCED EDUCATION
AND MANPOWER

Office of
the Minister

403/427-2291

130 Legislative Building
Edmonton, Alberta, Canada
T5K 2B6

September 11, 1978

Mr. Cowden E. M. Chikombah
Department of Educational Administration
The University of Alberta
Edmonton, Alberta
T6G 2G5

Dear Mr. Chikombah:

I wish to acknowledge your letter of August 31, 1978, and while I infrequently say no to a request for an interview for research I regret that in this case I had to do that.

I have reviewed the background leading to the present policy regarding the extended practicum and cannot recall anything at all that took place between myself and the universities in which senior officials of my department were not involved. Accordingly, I would refer you to our officials and if you have already met, I have to assume that you have all the information that there is and that I could not add anything new or different. Should you feel that there are specific things, you might wish to detail them in a letter, possibly questions, and I would attempt to respond to them.

I appreciate the work you are doing on an important matter in advanced education and regret that I have to disappoint you with respect to an interview.

Yours sincerely,

A. E. Hohol

A. E. Hohol
Minister

AEH/jm

September 15, 1978

Dr. E.K. Hawkesworth
Deputy Minister
Department of Education
Devonian Bldg.
11160 Jasper Avenue
Edmonton, Alberta
T5K 0L1

Dear Dr. Hawkesworth:

I am working, as you already know, on a thesis topic which examines the development of the present policy regarding the extended practicum in Alberta Teacher Education.

I understand there are relevant records contained in the Central Files of the Department of Education.

Will you give me permission to access the Central Files?

Yours sincerely,

Cowden E.M. Chikombah

CEMC/pk

EDUCATION

403/427-2889

10th Floor, Devonian Building
11160 Jasper Avenue
Edmonton, Alberta, Canada T5K 0L2

Office of
the Deputy Minister

1978 09 20

Dear Mr. Chikombah

Subject: Request for Access to Relevant Department of Education Files Concerning the Extended Practicum in Alberta Teacher Education

This letter will give you permission to examine the relevant files of the Department of Education that refer specifically to the extended practicum in Alberta teacher education. This permission is given with the explicit understanding that no copies of the documents are to be made and the files are not to be removed from the Central Files of the Department of Education.

Yours sincerely,

E. K. Hawkesworth

Mr. Cowden E. M. Chikombah
Faculty of Education
Department of Educational
Administration
The University of Alberta
EDMONTON, Alberta
T6G 2G5

September 20, 1978

The Minister of Education
224 Legislative Building
Edmonton, Alberta, Canada
T5K 2B6

Dear Sir,

Thank you for your letter of September 18 suggesting that I list the questions I would like to have the answers for.

The following is a list of the questions:

1. In January 1973, the Minister of Education implemented the recommendation regarding the four-year program and the practicum but rejected the recommendations for financing the practicum.

   (a) Why did the Minister reject the recommendations for financing the practicum?

   (b) Was this a Cabinet decision?

   (c) How did he arrive at this decision?

2. In March, 1973, the Minister agreed to finance the extended practicum.

   (a) What made the Minister change his mind?

3. In October, 1975, the Minister of Education withdrew the funding commitment to the universities for planning and implementing the extended practicum and withdrew extended practicum from the four-year B.Ed. program.

   (a) What led to this decision?

   (b) What other people were involved in arriving at this decision?

4. On May 4, 1977, the Minister of Education announced the new policy regarding the extended practicum in Alberta teacher education and provided special funding - $6,000,000 for four years up to 1981.

   (a) What made the Minister reinstate the extended practicum and accept the financial responsibility following the withdrawal of these items in 1975?

Yours sincerely,

Cowden E.M. Chikombah

CEMC/pk

June 1, 1978

Dr. R.M. Stamp
Associate Dean
Curriculum and Practicum
Education Tower
Faculty of Education
University of Calgary
Calgary, Alberta
T2N 1N4

Dear Dr. Stamp,

As a result of my conversation with your secretary on May 30, in which a date - 14th June - was set for me to interview you about the historical development of the present policy regarding the Extended Practicum in Alberta Teacher Education, I am sending you the questions in advance to give you the opportunity to think about them.

I am looking forward to meeting you on the 14th of June.

Sincerely,

Cowden E.M. Chikombah

CEMC/pk
Encl.

June 1, 1978

Dr. K. Dueck
Director, Practicum Office
Education Tower
Faculty of Education
University of Calgary
Calgary, Alberta
T2N 1N4

Dear Dr. Dueck,

As a result of my conversation with your secretary on May 30, in which a date - 14th June - was set for me to interview you about the historical development of the present policy regarding the Extended Practicum in Alberta Teacher Education, I am sending you the questions in advance to give you the opportunity to think about them.

I am looking forward to meeting you on the 14th of June.

Sincerely,

Cowden E.M. Chikombah

CEMC/pk
Encl.

June 1, 1978

Dr. R.F. Lawson
Dean of Education
The Faculty of Education
University of Calgary
Calgary, Alberta
T2N 1N4

Dear Dr. Lawson,

As a result of my conversation with your secretary, on May 30, in which a date - 15th June - was set for me to interview you about the historical development of the present policy regarding the Extended Practicum in Alberta Teacher Education, I am sending you the questions in advance to give you the opportunity to think about them.

I am looking forward to seeing you on the 15th of June.

Sincerely,

Cowden E.M. Chikombah

CEMC/pk

June 1, 1978

Dr. A.A. Gibb
Associate Dean
Information Systems and Services
Faculty of Education
University of Calgary
Calgary, Alberta
T2N 1N4

Dear Dr. Gibb,

Following our conversation on the phone on May 30, about the historical development of the present policy regarding the Extended Practicum in Alberta Teacher Education, I am sending you the questions in advance to give you the opportunity to think about them.

I am looking forward to meeting you on the 12th of June.

Sincerely yours,

Cowden E.M. Chikombah

CEMC/pk
Encl.

Dr. A. Proudfoot
1126 Education Tower
Faculty of Education
University of Calgary
Calgary, Alberta
T2N 1N4

Dear Dr. Proudfoot,

Following my conversation with your secretary on June 1, in which a date - 12th June - was set for me to interview you about the historical development of the present policy regarding the Extended Practicum in Alberta Teacher Education, I am sending you the questions in advance to give you the opportunity to think about them.

I am looking forward to meeting you at 1:00 p.m. on the 12th of June.

Sincerely,

Cowden E.M. Chikombah

CEMC/pk
Encl.

EDUCATION

403/427-2025

224 Legislative Building
Edmonton, Alberta, Canada
T5K 2B6

Office of
the Minister

October 10, 1978

Mr. Cowden E.M. Chikombah
Department of Educational Administration
University of Alberta
EDMONTON, Alberta
T6G 2G5

Dear Mr. Chikombah:

Thank you for your list of questions related to your study of the extended practicum.

The decision in 1973 to require four years of teacher preparation as a minimum requirement for prospective teachers was made by the then Minister of Education, my colleague, the Honourable Lou Hyndman. In a pattern common for government decision, the conclusion was arrived at following a careful analysis of a number of factors, including confirmation that the short-term supply of teachers for the province would not be jeopardized, and that for new teachers entering the teaching force extended practical classroom experience would be a major improvement. The changes had been recommended by the Board of Teacher Education and Certification comprised of representatives of all affected organizations.

In consultation with the then Minister of Advanced Education, the Honourable Jim Foster, it was considered that direct financial support from the Department of Education to each of the universities was not necessary or desirable. It was concluded that appropriate adjustments could be accommodated within the normal weighting factors used for assigning funding to education faculties by the universities.

By March of 1973, an analysis of implementation costs by universities provided justification for some additional support to the universities beyond that which could be covered through immediate internal adjustments of priorities. Consideration by Ministers Hyndman and Foster resulted in a conclusion that the Department of Advanced Education, which provides the government budget for support of universities, include some additional funds for the initial period of implementation of the program.

Cont'd...2

By October of 1975, within my term of office, it became apparent that the insistence of the Alberta Teachers' Association on released time for classroom teachers involved in the extended practicum would increase very substantially the costs to the point where total implementation costs could be disproportionate to the increase in the quality of the B.Ed. program. Since implementation of the program with consensus among all participants appeared not to be forthcoming, and since interim certification for students concluding teacher training could be jeopardized, teaching certification guidelines were changed so that universities could maintain programs with limited practicum.

The decision was determined by myself and the Minister of Advanced Education and Manpower, the Honourable A.E. Hohol based on information from consultation with representatives of affected organizations.

Following lengthy deliberations with representatives of the Alberta Teachers' Association, Alberta School Trustees' Association, and the universities, an agreement suitable for all parties was reached and announced jointly by Dr. Hohol and myself on May 4th, 1977. The essential elements of the agreement were provisions for rural and urban classroom experience of student teachers and an update of the amount of interim funding required by the universities. With the agreement and cooperation of all parties, this significant component of teacher education is now in place.

I trust this response will be helpful to you in concluding your research.

Yours sincerely,

Julian Koziak
Minister of Education